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The Royal Commission on Metropolitan Toronto

The Planning Process in Metropolitan Toronto

Background Report

The Royal Commission

on

Metropolitan Toronto

THE PLANNING PROCESS IN METROPOLITAN TORONTO

A report prepared by
John Bousfield Associates
and
Comay Planning Consultants Ltd.

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PREFACE

This study is one in a series of background reports prepared for The Royal Commission on Metropolitan Toronto, and designed to provide the public with an appreciation of Metropolitan Toronto and its government, prior to and during the public hearings. A full listing of the background studies appears on the inside back cover of this document.

Any opinions or views expressed herein are those of the consultants and are not necessarily shared by the Commission.



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ACKNOWLEDGEMENTS

In the course of preparing this paper, interviews were conducted with public officials directly connected with the planning and development process in Metropolitan Toronto, the City and the Boroughs and the three adjacent regional municipalities immediately abutting Metro. Discussions were held also with officials concerned with provincial planning activity in the Ministry of Housing and the Ministry of Treasury, Economics and Intergovernmental Affairs. The authors are indebted for their assistance and for the information made available.

Of course, it should not be implied that the observations and findings in this paper in any sense reflect the views of the persons interviewed or of the organizations they represent.

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THE ROYAL COMMISSION ON
METROPOLITAN TORONTO

THE PLANNING PROCESS IN METROPOLITAN TORONTO

SUMMARY OF REPORT

1. This report presents an outline of the legislative framework for municipal planning and describes the main planning activities and the organizational structure of the planning process in Metropolitan Toronto and the surrounding area. It is intended to provide a factual background for persons making submissions to the Royal Commission. While certain conclusions are drawn about the present state of planning in the area the report does not present judgments or evaluations of past and present planning practices.

The Legislative Framework

2. The principal basis for municipal planning in Ontario is The Planning Act, under which planning boards are established and official plans prepared. The Planning Act does not specify the content or scope of official plans, and the plan making process has evolved more from administrative practices than from legal requirements. Official plans, as a result, vary widely in content, style and format. The extent and nature of public participation in planning has evolved more from municipal initiatives than from the legislation. There is an increasing tendency for municipalities to attempt to use their official plans as a legal basis for preventing or delaying senior government actions.
3. Plans are implemented through various control devices such as zoning bylaws, subdivision plans, land severance approvals, urban renewal plans, maintenance and occupancy bylaws, building bylaws and committee of adjustment decisions. The procedures are largely administrative in origin rather than legislative. Condominium applications under The Condominium Act are processed by municipalities in the same way as subdivisions.
4. Under a recent amendment to The Planning Act the Minister may delegate any of his approval powers, on request, to municipal councils. Metropolitan Toronto and the regional municipalities have already received the authority to review decisions of committees of adjustment and land division committees, and may also comment to the Ontario Municipal Board on local zoning bylaws.

Regional York and Regional Peel have also requested delegation of the Minister's powers to approve subdivision plans.

5. The original 1953 Metropolitan Toronto Act gave the Metropolitan Toronto Planning Board planning jurisdiction over the 13 municipalities which then comprised Metro Toronto and the 13 surrounding fringe municipalities. The Act specified the general contents of the Metro official plan and also that local official plans must conform to the metropolitan plan. The fringe municipalities were removed from the Metropolitan Planning Area with the creation of Regional York in 1971 and Regional Peel and Regional Durham in 1973, so that the metropolitan planning jurisdiction is confined now to the boundaries of Metropolitan Toronto. The Metro Toronto Act was amended in 1974 to dissolve the Metropolitan Planning Board and place the planning responsibility with the planning committee of council. The Act now requires that council must adopt an official plan, which was not explicitly required in the original Act, but does not specify a deadline, as is the case for the three surrounding regional municipalities.
6. The Regional York Act (1970), The Regional Durham Act (1973) and The Regional Peel Act (1973) provide two tier governments generally similar to Metro Toronto. The three regional municipalities are required to adopt official plans within a four-year period, but no penalty is specified for non-performance. Under The Regional Acts the local planning boards were dissolved in all three regions. In Peel and York the local planning responsibility rests with the local councils and local official plans will have to conform to the regional official plan when it is adopted and approved. In Durham, the regional municipality may designate the local municipalities as "district planning areas" (which it has done), and district plans prepared by the local councils require regional approval before being submitted to the Minister for approval. All the Acts require that existing zoning by-laws must be brought into conformity with the regional official plan when it has been approved by the Minister .
7. Planning activities in the area are also governed by the provincial Planning and Development Act (1973) which authorizes the Treasurer to designate "development planning areas", subject to approval by the Legislature, and to prepare plans for the economic, social and physical development of such areas. Detailed public consultation machinery is provided for, and the Treasurer can secure the amendment of municipal plans and bylaws, where necessary, to conform with the provincial plan. The Parkway Belt Planning and Development Act, which was adopted in 1973 under this Act, authorizes the Treasurer to prepare a Parkway Belt Plan for the defined Parkway Belt Planning Area.

8. In summary, the legislative framework supplies a solid statutory base for municipal planning, but does not provide a clearcut distinction between local and metropolitan or regional planning interests, nor any formal machinery for co-ordinating Metro Toronto's planning activities with those of the surrounding regional municipalities. Neither are there measures spelled out to ensure public participation in municipal planning. It is not clear whether solutions to these problems can best be secured through legislative changes or through procedural regulations.

Municipal planning organization and planning activities

9. With the dissolution of the Metropolitan Planning Board at the end of 1974 a citizens' committee was appointed to advise Metro Council on the Metropolitan Plan and to assume major responsibility for the Metropolitan public participation program. The Planning Committee of Council, which has taken over the previous Board's planning responsibilities, includes representatives from North York, Etobicoke and Toronto, but none from Scarborough, which contains most of the remaining undeveloped land in Metro and has most of the current development activity. In the present transitional stage it is not possible to determine what the relationship will be between the Planning Committee and the Metroplan Citizens' Advisory Committee nor the extent to which the Planning Committee will be able to identify a distinct "metropolitan" point of view with respect to planning matters. It is also uncertain how the planning staff activities will be co-ordinated with the new staff responsibilities for economic and policy research being established in the Metropolitan Chairman's office.
10. The metropolitan planning staff has grown from 44 employees in 1967 to 74 employees last year, and planning expenditures more than tripled in that period, from less than \$600,000 to \$2,150,000. The planning staff was formally made a Metropolitan Department this year, but has in practice functioned as a department in its previous capacity as Planning Board staff. Its activities since Metro was formed were concentrated mainly in three areas: formulation of the overall metropolitan planning policies; processing of development proposals within Metro and the surrounding fringe municipalities; and direct planning services for various metropolitan projects.

11. The preparation of the Metropolitan Plan and the related transportation studies has gone through three general phases. In the 1950's the basic land use pattern and development framework for the anticipated growth of the extended planning area to about 1980 were established. These were embodied in the Draft Metropolitan Official Plan (1959) and provided the basis for the metropolitan servicing programs. The main land use dispositions in the plan were essentially the product of local initiatives, which in turn were largely responses to private development proposals, though many of the important development decisions in that period were the result of joint local/metropolitan planning effort.
12. The second period in the early 1960's involved mainly the revision of the draft plan to a form considered suitable for adoption as a statutory instrument and the formulation of a detailed plan of major transportation facilities. Because of anticipated procedural problems inherent in the two-tier system and arising from Metro's extra-territorial planning control, the 1966 plan was not adopted by Council as the statutory "Official Plan" but only as a "Metropolitan Plan" for the guidance of metropolitan activities and the regulation of local development. Ministerial approval was never sought and it was anticipated that the administrative procedures would be clarified with the Province before its eventual adoption as the Official Plan.
13. With the emergence in the late 1960's of strong public concerns respecting the social and environmental aspects of prevailing development trends, and in response to the Province's intervention in the metropolitan transportation program, a full-scale revision of the plan was begun in 1971-1972. The Metropolitan Toronto Transportation Plan Review studies (MTTPR) were completed at the end of 1974 and other "Metroplan" studies are currently underway, with completion of the new plan expected by the end of 1976. The new plan is intended to be a "structure plan" rather than a conventional land use plan, and will involve varying patterns of centralization and decentralization of population and employment. The current studies indicate that the metropolitan population can grow from 2.2 million to about 2.8 million persons under the present local plans, but that if the development policies in the surrounding regions are not adequate to handle anticipated growth demands, the Metro population may reach 3 million, involving extensive redevelopment or doubling-up.

14. A substantial proportion of metropolitan planning resources were devoted to development control activities in the earlier years, but as local planning capabilities developed this activity receded and now occupies a small proportion of staff time. The main metropolitan interest in development control in recent years has been to ensure that development proposals do not conflict with important metropolitan concerns. Most proposals are dealt with directly by the staff, and only matters that involve major planning issues or differences between local and metropolitan views are brought to the Planning Committee for consideration (or, in previous years, to the Planning Board). The potential delegation of the Minister's approval powers could present Council with substantial planning issues involving conflict between local and metropolitan interests which have up to now been resolved, in effect, by the Minister or the Ontario Municipal Board. Metro has not yet requested the delegation of subdivision approval powers from the Minister.
15. The other area of major metropolitan planning activity has been the staff's services in connection with the planning and programming of various metropolitan projects and services, particularly in the fields of transportation, housing, parks, and services. These activities have been carried out both through standing "technical committees" in the various subject areas and through informal inter-departmental arrangements. The planning staff has also been heavily involved in the Metropolitan Corporation's public information program.
16. The City of Toronto's planning staff increased about 2-1/2 times between 1967 and 1974 and last year's planning expenditures of \$2.7 million amounted to about \$4 per capita -- about 2-1/2 times as much as the average per capita planning expenditure for the other five Metro municipalities. The increase in staff and expenditures reflects increasingly heavy emphasis on neighbourhood and central area planning. The staff and planning board structures have been substantially reorganized in the last two years. The Board is now composed mainly of appointed citizen members and is concerned primarily with official plan matters, but is removed from much of the day-to-day management responsibility.

17. The City's current planning program involves three main activities. One is a reassessment of the general residential, commercial and industrial policies in the 1969 official plan, and particularly the development policies for the core area. Second is the formulation of detailed plans and programs for the waterfront and some 25 local neighbourhoods, involving the establishment of several neighbourhood site offices and the utilization of local neighbourhood groups as an integral part of the planning process. And third, is a review and reconsideration of the main implementing mechanisms, including the overall zoning bylaw, site plan and demolition controls, etc. The current planning activity has resulted in new policies for core area development and for several neighbourhoods, and has been accompanied by a growing assertiveness regarding matters of metropolitan or regional significance which are considered to affect the City's interests.
18. The planning staffs in the two inner suburbs, York and East York, have been relatively stable in recent years, and while total planning expenditures approximately doubled between 1967 and 1974 the per capita planning expenditures, about \$1.50 and \$1.25 respectively, are among the lowest in Metro. The York Planning Board consists entirely of appointed citizen members, while the East York Board has both citizen and council members. Both municipalities are completely developed and present relatively little opportunity for major changes in their prevailing development pattern. In York, the new official plan provides for a considerable reduction in previously designated apartment areas and some down-zoning of existing apartment zones to conform to the official plan is expected. The East York Official Plan has been almost completely superseded by a series of secondary plans, but a new overall plan is not receiving any significant priority. In both municipalities, the main questions involving Metro concern the possibility of major transportation improvements, such as the Leslie Street, Spadina Expressway and Highway 400 extensions. These are of considerable local interest but will probably not involve any significant land use questions.
19. Of the three outer suburbs Scarborough has had the greatest increase in planning staff, and planning expenditures tripled between 1967 and 1974, compared to a two-fold increase in North York and Etobicoke. Per capita planning expenditures last year were about \$2.00 in Scarborough, \$1.80 in Etobicoke, and only \$1.40 in North York. The three planning boards are all composed of four council members and five appointed citizen members. In Etobicoke and North York the original official plans have provided relatively little in the way of overall development policy and have been largely superceded by detailed

district plans. In Scarborough the original 1957 official plan still provides a comprehensive basis for the municipality's overall development policies and for the preparation of detailed secondary plans.

20. The nature and pattern of development in North York and Etobicoke has been shaped mainly by the development control process, largely because of the rudimentary nature of the original official plans. In Scarborough development has proceeded on the basis of comprehensive community plans, particularly in the more recent communities north of Highway 401. Development is largely complete in both North York and Etobicoke and major planning effort is directed mainly to the relatively limited infilling and redevelopment possibilities, with some attention to the conservation of the older neighbourhoods. The potential re-use of Downsview Airport may present North York with significant development possibilities at some future date. In Scarborough there is still an appreciable amount of potential development land and some opportunity for infilling in older communities, but the existing and committed development patterns also seem unlikely to yield to significant changes, except perhaps in the Town Centre area. In all three of the outer suburbs the major land use decisions have been largely local rather than metropolitan in origin (though Scarborough is affected to some extent by provincial initiatives concerning Malvern and the Parkway Belt), and there will probably not be much opportunity for new land use initiatives in the Metropolitan Plan.
21. Of the fringe municipalities surrounding Metro by far the greatest level of development activity is taking place in Regional Peel and two of its local municipalities, Mississauga and Brampton, west and northwest of Metro. The population in Peel, 335,000 in 1974, has been growing by about 25,000 persons per year in recent years, and Mississauga and Brampton now account for about as much growth as Metro itself and for about 40% of the growth of the greater Toronto area. This growth reflects the "normal" historical trend of urban development in the Toronto-Hamilton corridor, which has been supported by provincial services and transportation facilities and by current provincial housing policies. Despite emerging provincial policies which foresee an ultimate diversion of these growth trends to the east, for the near future at least Peel will continue to satisfy a major part of the Toronto area's housing needs.

22. Planning staff and expenditures have grown rapidly in Peel Region and Mississauga, and will total about \$1.7 million in 1975. Both municipalities are engaged in major planning operations. Mississauga is undertaking a comprehensive review of its present official plan, which is intended to lead to revised development policies and a new official plan by the end of 1976. Peel is similarly preparing its official plan, for completion by the end of 1976, but present indications are that the consideration of major overall development alternatives for the Region will not take place until the local municipalities have completed their own plan reviews. Substantive planning issues are involved, including the need to reconcile housing and employment opportunities; the provision of suitable transportation facilities and adequate social and community services; and the establishment of major urban centres for a population which may reach 3/4 million in Mississauga and a million or more persons in the region. These issues are closely related to corresponding questions concerning housing needs and decentralization of employment in Metro and its local municipalities, particularly the City of Toronto's core area policies, and there is an obvious need to secure co-ordination of development policies in Regional Peel and Metro Toronto.
23. Regional York and the local municipalities directly north of Metro -- Vaughan and Markham -- are likewise engaged in major planning activities. Growth has been relatively slow in York, mainly because of restricted service capacity, though Markham has undergone a substantial population increase through its connection to the Metro sewer system. The imminent construction of the provincial York-Durham Servicing Scheme will open up substantial development areas in the northern fringe and will accommodate an increase from the present population of about 180,000 persons to more than 400,000. As in Peel, current provincial housing policies are directed to creating substantial housing opportunities in York.
24. Land use decisions in York have up to now been largely local in origin, but the ultimate land use pattern is as yet uncommitted in much of the area and there are still opportunities for establishing a "regional" land use viewpoint. Regional York is now preparing its official plan, to be completed this year, and both Markham and Vaughan are preparing detailed community plans. It is still not certain how the respective regional and local concerns will be reconciled, or whether the regional plan will reflect mainly local land use decisions. In addition to providing significant housing and employment opportunities for the future Toronto area population there is a potentially extensive use of major recreational facilities in York by Metro residents, as well as heavy use of north-south transportation facilities. As

in Peel, there is a clear need for co-ordinating the development policies of Regional York and Metro Toronto.

25. Regional Durham, east of Metro Toronto, is also preparing its official plan, the first draft of which will be available for public discussion by the end of this year. Provincial housing and servicing policies are supporting substantial growth in the Ajax and Whitby-Oshawa areas, and in Pickering, at Metro's eastern border, where there has been little recent growth because of a lack of service capacity. The construction of the York-Durham Servicing Scheme will provide substantial development areas both in south Pickering and in the provincial North Pickering Community. The recently revised Pickering Official Plan provides for the population in south Pickering to grow from 25,000 to about 115,000 persons, and detailed community plans are now being prepared to accommodate this growth.
26. Conflicting development forces are evident in Pickering, including the natural western pull toward Metro, the provincial policy of promoting new links east toward Whitby-Oshawa, the provincial development program for North Pickering and the development of the new federal airport. Reconciliation of the development program in Pickering with the Regional Durham Official Plan is more likely to involve the rate and sequence of development than the actual designation of land uses. The relationship between employment decentralization within Metro and commuting levels in Durham will have important transportation implications, and the prospect of high residential costs and slow growth policies in Scarborough may help to accelerate residential growth in Pickering before a matching employment base can be attracted. As with the other two regional municipalities, there is an evident need for machinery to secure co-ordination of development policies in Regional Durham and Metropolitan Toronto.
27. From a review of the current planning situation in Metro Toronto and the surrounding regions it is evident that the proper scope of metropolitan planning responsibility and the distinction between local and metropolitan planning interests have never been clearly defined, but have been worked out pragmatically on a day-to-day basis. Similar questions are now arising in the fringe areas. These questions will likely come to a focus in the determination of future development options in the new Metropolitan and Regional Plans, where the possibility of metropolitan decentralization policies and the corresponding provision of transportation and community services will involve strong local, as well as metropolitan and regional, concerns. There is no genuine acceptance at the local level of the primacy of metropolitan or regional land use objectives and in the new regional municipalities it is likely that local initiatives

rather than regional interests will determine much of the land use policy, as was the case generally in Metro. Because many of the implementing powers are vested locally, Metro and the regional municipalities may be seriously limited in their ability to achieve their housing, employment and transportation objectives. In any case though, existing land use patterns and commitments at the local level probably do not permit a metropolitan approach entailing significant land use changes, at least in residential areas.

28. There has been no common approach to plan-making at either the metropolitan and regional or the local levels, and there is little consistency in the form and style of municipal plans. Where policies are lacking, out-dated or inappropriate in the official plans, development control has become the policy forum instead of simply the implementing mechanism. Development control activities at the metropolitan and regional levels tend to duplicate rather than supplement what is essentially a local function, and the potential delegation of provincial approval powers may not alleviate this problem significantly. Planning co-ordination has been dependent mainly on staff initiatives, and there is as yet no adequate machinery for securing the necessary co-ordination of metropolitan and regional development policies.

Provincial and other planning activities

29. Municipal planning is supervised by various provincial agencies and is carried on in concert with planning activities of other agencies. The main provincial agencies concerned are the Ministry of Housing, the Ministry of Treasury, Economics and Intergovernmental Affairs, and the Ontario Municipal Board. Municipal planning activities in the area also involve, to a greater or lesser extent, the Ministry of Transportation and Communications, the Ministry of the Environment, Ontario Hydro, the Metropolitan Toronto and Region Conservation Authority, and the federal Ministry of Transport, the Ministry of State for Urban Affairs, and Central Mortgage and Housing Corporation.
30. The Housing Ministry's main planning responsibilities are to supervise municipal planning activities, mainly through approval of official plans and subdivision plans and by monitoring local zoning bylaws and committee of adjustment and land division committee decisions. The Ministry is also responsible for the North Pickering Community and for supervising municipal renewal activities. The extent to which the Ministry's approval powers will be delegated to the municipalities in this area is still uncertain. The Ministry was established mainly to secure closer integration between planning and the production of

housing; since the housing problems that led to its formation have been felt most severely in the greater Toronto area the Ministry is directing considerable attention in both its housing and planning activities to Metro Toronto and the surrounding areas. It is funding some substantial local planning programs, and has provided about \$700,000 for planning and related engineering studies in this area. The provincial role in planning supervision traditionally has been directed toward the achievement of "good planning" on the municipal level but now is increasingly directed toward the achievement of provincial housing objectives, which may to some extent be divergent.

31. The Ministry of Treasury, Economics and Intergovernmental Affairs is responsible for provincial strategic planning, and its major recent planning activities in the Toronto area have included the preparation of the Parkway Belt proposals and the production of the COLUC Report of December 1974 (Central Ontario Lakeshore Urban Complex). The COLUC report proposes population and employment targets for a hierarchy of urban centres in the overall region and policies concerning agriculture, natural resources and recreation, and suggests a division of planning responsibilities between the province, and the regional municipalities and Metro. It identifies major government policy decisions which should be made, particularly concerning the divergence between the basic concept for the Toronto-Centred Region and the Province's housing objectives. The future status of this report and the machinery to implement its proposals are still uncertain. An interim draft plan for the Parkway Belt West, one of the main implementing mechanisms, is to be published soon, but the Parkway Belt East Planning Area is still to be designated.
32. The Ontario Municipal Board's main function concerning municipal planning is the approval of zoning bylaws and committee of adjustment appeals, and, on referral from the Minister of Housing, official plans and amendments and subdivision plans. It is an administrative tribunal which, in the general absence of policy directives from the provincial government, has had to develop its own policies over the years of which the restriction on high rise apartments in the metropolitan area is an important example. The matters dealt with range from minor zoning variances to major planning issues such as Metro Centre, the Spadina Expressway and the City's 45-foot height bylaw. The Board's decisions increasingly are being appealed to the Cabinet, particularly on larger issues, and it is evident that political policy decisions rather than administrative policy determinations are now being sought in matters of major public concern.

33. The procedures governing provincial planning in The Planning and Development Act appear to be cumbersome and time consuming which may preclude its widespread use to formalize provincial planning policies. While some directions in the Act are clear, many important policy questions remain unresolved, including the divergence of provincial housing and regional planning objectives. Metropolitan and regional planning programs are proceeding against provincially imposed deadlines, with a serious risk that the guidance and co-ordination intended in the provincial plans will not be available in time and that the provincial framework for formal municipal plans will remain informal. At the same time, if the ministerial approval powers are delegated to Metro and the regional municipalities, the Province will have to rely on them more heavily for assistance in implementing provincial policies in such fields as housing, employment distribution and development staging. To the extent that metropolitan and regional approaches are constrained by local desires and commitments, provincial objectives may be equally constrained.

Past changes and emerging trends

34. The main influence on municipal planning in recent years has been the basic change in public attitudes toward growth and the move from physical to social and environmental concerns. This has affected the content of plans, with a clear shift from physical and economic considerations toward social programs and environmental policies, and a particular emphasis on housing, transit and the delivery of social services. In Metro, this shift has accompanied the essential completion of most of the programs for providing hard services. The change in public attitudes has been reflected in a significant increase in citizen participation in the planning process, and, at least so far, greater citizen support for local as opposed to metropolitan or regional interests.

35. Though the Metro Toronto municipalities are now for the most part developed there has been no decrease in municipal planning activity. Local municipalities in Metro are now either reviewing and revising their plans, as in the City, or carrying out intensive development control activities, as in most of the suburbs, and Metro itself is engaged in a major recasting of the Metropolitan Plan and transportation program.

36. Provincial planning activity is also changing. The Province is ready to withdraw substantially from its traditional supervisory role and is trying to develop provincial planning objectives for the greater region as a framework for regionally based municipal planning programs. This has been accompanied by a much stronger concern for achieving both provincial housing objectives, and overall development objectives.
37. There is a reasonable degree of general co-ordination between planning and development activities on the local municipal level and within Metro as a whole. In the area of broad regional co-ordination the picture is less secure. There is no evidence that even a comprehensive plan, such as COLUC, can ensure that a multiplicity of municipal planning and development programs can mesh in the pursuit of common goals. The other available co-ordinating mechanisms, such as the Toronto Centred Co-ordinating Committee (TCCC), appear to be suitable for dealing with specific problems extending across the Metro-regional boundaries but not for ensuring that the planning policies and development programs of Metro and the three surrounding regions represent a co-ordinated whole. The traditional method of securing inter-municipal co-ordination at the operating staff level is also working relatively well with respect to specific problems affecting mutual interests and requiring joint solutions, and should continue to work reasonably well at the day-to-day Metro-Regional level. But machinery has not yet been established to secure the level of political co-ordination which is required to support planning co-ordination, and in this respect a suitable replacement for the former Metropolitan Planning Area arrangement is still to be found.

THE ROYAL COMMISSION ON
METROPOLITAN TORONTO

THE PLANNING PROCESS IN METROPOLITAN TORONTO

I. INTRODUCTION

This paper is an outline of the present legislative framework, policy formulation process and administrative organization for planning by municipalities in and adjacent to Metropolitan Toronto. Relationships and mechanisms for co-ordination within and among municipalities and with the senior governments are discussed, the significant changes of the past decade are noted, and some emerging trends are identified.

The purpose is simply to provide a factual background for municipalities, public bodies, private individuals and groups preparing submissions to the Commission with respect to planning. Accordingly, although some analysis is evident, and certain conclusions are drawn, evaluations of past and present planning practices are not offered at this stage.

II THE LEGISLATIVE FRAMEWORK

1. Background

In Ontario, the legislative framework for municipal land use planning and implementation is provided by The Planning Act. It deals with the creation of planning areas and planning boards; the formulation, adoption, and approval of official plans; the implementation of plans through municipal land acquisition; subdivision control; zoning (restricted area) bylaws; building bylaws; maintenance and occupancy bylaws; demolition control; and urban renewal legislation. The Regional Government Acts (of which there are now 11 in existence, including Metropolitan Toronto) all contain sections dealing with local and regional planning, but these are premised on the provisions of The Planning Act. Under The National Housing Act, the federal government gives financial assistance to municipalities to undertake and implement renewal plans authorized by The Planning Act.

2. The Planning Act

a. Section 14 - Plan Making

Under The Planning Act, the statutory unit for municipal planning is the "planning area", not the municipality. These areas are designated by the Minister(1) either on his own initiative, or at the request of interested municipalities. Planning areas may be either single independent (consisting of one municipality or part thereof) or joint areas (consisting of two or more municipalities or parts thereof). Joint areas may include subsidiary planning areas, and these usually cover a constituent municipality. For joint planning areas, the Minister names a "designated municipality", the council of which fulfills the council responsibilities for all the other municipalities involved. The Minister may also define the scope and general purpose of the official plan for planning areas, but in practice he never has except in recent regional government legislation described below.

(1) Where, in any Act establishing a metropolitan, regional or district municipality reference is made to the Treasurer of Ontario and Minister of Economics and Intergovernmental Affairs in respect of matters pertaining to planning, such reference shall be deemed to be a reference to the Minister of Housing. See 1973, c.168, s.15.

Plan-making - that is the preparation of an official plan - is carried out by a planning board which is appointed by council (membership on joint boards is subject to the approval of the Minister), and the existence of a planning board is a pre-requisite for any municipal planning activity (Section 12).⁽²⁾⁽³⁾ Once a plan is prepared, it must be approved by a majority of the board, before being adopted by council and finally approved by the Minister of Housing. It is noteworthy that plan-making is permissive and not mandatory - even if the planning board does prepare a plan, the Act does not require that it be adopted by council, or that it be forwarded to the province for approval.

Section 14 of The Planning Act says little about the content, organization or hierarchy of plans, and as a result the plan-making process has evolved from administrative practices rather than legal requirements. Official plans therefore not only vary from municipality to municipality, they sometimes vary from community to community within municipalities in content, style and format. In the early years, only a primary plan was prepared which set out general development policies applying to the entire planning area. In time, it became the practice to prepare also a series of secondary plans (sometimes referred to as Part II or District plans) which cover smaller sections of the municipality and provide more detailed development policies. (These are usually passed as amendments to the primary official plan). Where regional municipalities adopt regional plans, a third level of municipal plans will be added.

Likewise, The Planning Act makes only minimal provisions for citizen participation in the plan-making process, and most procedures which have evolved have sprung from municipal initiatives. Inter- and intra-municipal co-ordination in plan formulation is another matter which is left largely to the discretion of individual planning boards.

In the many urban areas of the province, Section 14 is now somewhat misleading. Major changes in plan-making responsibility have been brought about through the Regional Government Acts. Under the regional legislation the plan-making function is usually transferred from an appointed board to a committee of council which is deemed to be a planning board for the purposes of The Planning Act.

- (2) Except as provided for in the regional government legislation described below.
- (3) Under Section 4(10) of The Act, planning boards are empowered to engage employees and consultants as required.

Political jurisdictions form the basic planning units (although they are still termed planning areas), with the regional municipality being both the joint planning area and the designated municipality. The area municipalities usually form the subsidiary planning areas. Plan-making is mandatory for the regional municipalities (joint areas) and remains permissive for lower tier municipalities (subsidiary areas). The most recent Regional Acts require not only the completion of a regional plan but also its submission to the province within a certain time period.

If a legitimate objection to a provision of an official plan, or to an amendment to a plan, is lodged with the Minister prior to his approval, he must, if requested to do so, refer the matter to the Ontario Municipal Board for a hearing and decision.

Once approved, the official plan is binding on the activities of the public sector. Section 19 states that no public work shall be undertaken and no bylaw shall be passed which does not conform to the plan. In practice, this clause is really observed only by the local council concerned. Other local bodies such as boards of education and senior governments frequently act without any reference to local official plans. However, there is mounting evidence that local councils are prepared to use their official plans as a legal basis to prevent, or at least to delay, actions of other bodies which are not in conformity, and with which the local council disagrees.

b. Plan Implementation

Once approved, an official plan may be implemented through a variety of devices, each having a different approval process and approval authority. Zoning bylaws are passed by local councils but require approval by the provincially-appointed Ontario Municipal Board; plans of subdivision and redevelopment plans are approved by the Minister of Housing (after consultation with the local municipalities and other agencies); the approval of building bylaws, maintenance and occupancy bylaws, and park dedication bylaws rest entirely with the local councils. Minor variances are authorized by committees of adjustment appointed by local councils (and from which council members are specifically excluded). The creation of lots not on a plan of subdivision may require the consent of a committee of adjustment, a land division committee or the Minister of Housing, depending upon circumstances. The various implementation processes are not spelled out in the Act, and are administrative rather than legislative in origins. The following is a short description of each :

i. Consents or Land Severances

Section 29 of the Act prohibits the conveyance, leasing or mortgaging of land unless (a) the land is described in accordance with, and is within a registered plan of subdivision, or (b) a consent to do so is granted. The difference between a consent and a plan of subdivision is generally only one of scale. Consents are limited in practice, although not in law to two or three parcels of land. Within Metropolitan Toronto, consents are granted by committees of adjustment operating in each of the local municipalities. In the surrounding regional municipalities they are dealt with by land division committees appointed by the regional council. In both cases, the approval procedures involves notice and hearings which are closely akin to those used for minor variances. Conditions may be attached to the approval of consents.

The Minister of Housing has the power to review consents and appeal any approvals to the Ontario Municipal Board. This authority was delegated to the district, regional and metropolitan municipalities in September 1974.

ii. Plans of Subdivision

As provided for in Section 33 of the Act, approval of a subdivision plan is a two stage process requiring draft approval, and then final approval, by the Minister of Housing. Applications must be submitted to the Minister, not the municipality, and the Act specifies what information must be included in the submission and what aspects the Minister must consider in approving the plan. It is noteworthy that notice to adjacent owners is not required.

In practice, though not in law, the local municipalities (where deemed capable by the province) are permitted to determine the design and set the principal conditions to be attached to the approval of the draft plan. These normally include the installation of utilities, construction of roads, payments of levies, dedication of parks, etc. to the local municipality. The conditions also incorporate known requirements of the regional municipalities, conservation authorities and provincial departments. Review at the regional or metropolitan level and in the Plans Administration Division of the Ministry of Housing seldom amounts to more than a final check before ministerial approval is granted. Similarly, the final approval process, wherein the conditions of draft approval are fulfilled by the developer, is normally administered by the local municipality before the Minister releases the plan for registration.

The only statutory limit to conditions which may be attached to approvals of plans of subdivision is the 5% dedication for parklands but this is routinely exceeded by municipalities and 7% - 8% is

presently the norm. Other conditions regarding servicing, levies, etc. are left to local determination, and the standards applied, amounts imposed etc. vary greatly from place to place.

Like consents, approvals or disapprovals of subdivision plans, or any of the requirements imposed as a condition of an approval, may be appealed to the O.M.B. through the Minister. Disapprovals are sometimes appealed, but conditions almost never. In the seller's market which has generally characterized the Metro area, it has always been easier for the developer to pass the costs along to the purchaser.

Subdivision approval powers are one of the functions which the Minister is proposing to delegate to regional municipalities. The regions must specifically request this function, and the province will determine whether or not they have the planning capabilities to assume it. However, delegation to the region may prove to be of limited significance in the Metro area because the important activity will remain in the local municipalities.

The design approval power is commonly extended by a process known as site plan approval. As a condition of subdivision plan approval, many local municipalities require the developer to sign an agreement, registerable on the title of lots or blocks on the final plan, providing that nothing will be constructed on that parcel except in accordance with a detailed site plan approved by the municipality. Such agreements are usually only required on parcels where town houses, apartments, shopping centres or other commercial uses are intended, or in environmentally sensitive areas. The municipality thus obtains control over such design details as the placement of buildings, driveways, parking, refuse storage facilities, landscaping, etc.

There is no statutory basis for site plan agreements in The Planning Act, but their legality has seldom if ever been challenged. Administered wholly locally, standards for site plans vary considerably between municipalities, as do policies respecting notice to adjacent owners. In some municipalities, approvals are delegated to staff, with the planning board or council making judgments only in cases of disputes.

Condominium applications (either new construction or conversions of existing buildings) require ministerial approval under The Condominium Act. However, they are processed in exactly the same manner as plans of subdivision, with the local municipality effectively setting the standards and determining whether approval will be granted.

iii. Zoning Bylaws

Section 35 of the Planning Act authorizes municipalities to pass zoning bylaws (termed restricted area bylaws) regulating the use of land (including the establishment of pits and quarries); the density of development; lot dimensions and areas; building coverage; the use of buildings and their cost, type of construction, height, bulk, location, size, floor area and external design; and the provision of parking and loading facilities.

Zoning bylaws are proposed by council, commented upon by the province and approved by the Ontario Municipal Board. Hearings are held by the Board only when an objection is lodged. New bylaws must conform to the official plan but old bylaws need not be amended to achieve conformity. It is not uncommon therefore, to find conflicting land use designations in an official plan and a zoning bylaw applying to the same property.

Zoning bylaws were devised originally to promote stability of use, and to ensure that the character of buildings and their spatial relationships would continue to be satisfactory after construction and occupancy. Bylaws are still widely and effectively used for these purposes in areas of stability. However, municipalities were also faced with the problem of controlling development where change, rather than stability, was the objective. Where the community was already built up, the power and flexibility derived through the exercise of subdivision controls is unavailable because the land is already subdivided. In these circumstances, zoning, which was the only tool available, has had to be adapted to control building developments before they take place.

Although the precise techniques vary somewhat from place to place, the basic method is to effect a 'hold' by leaving on the land an uneconomic zoning established in an earlier day, and not reflective of the intended use as designated in the official plan. The would-be developer is forced to apply for an amendment, and the amendment approval process is used to secure the changes in design and to extract the conditions desired by the municipality, much in the way the subdivision control power is used in the suburbs. In most jurisdictions criteria have evolved which are applied to such rezonings, but these tend to be known and understood only by practitioners of the process, and are often varied in negotiations between the applicant and the municipality. Until recently, The Planning Act did not empower municipalities to attach conditions to rezonings in the way they can be attached to subdivision approvals, but this difficulty seldom intruded into what had become a generally accepted practice. Unfortunately it is difficult for the general public to understand where zoning is being used to ensure stability, and where it is merely a temporary control which is intended to be

changed as soon as an application acceptable to council is submitted. This confusion has done nothing to promote public confidence in zoning or the planning process generally.

In 1973 additional powers were given to municipalities under Sections 35(a) and (b) of the Act. Section 35(a) extends the specific requirements which a municipality is entitled to ask for as a condition of development in bylaws passed under Section 35. The following facilities or matters must now be provided, maintained and/or operated if requested: highway widenings abutting land to be developed; access facilities to and from a property; off-street vehicular parking and loading areas; pedestrian walkways; snow removal from access ramps and driveways; surface grading and surface drainage; easements⁽⁴⁾ to the municipality for water, drainage and sewage facilities; floodlighting; landscaping; waste storage areas; site plans, architectural floor and elevation plans and perspective drawings. (This section prohibits municipalities from using these conditions to limit the height or density of buildings).

Section 35(b) gives municipalities the right to pass bylaws requiring that parkland (not exceeding 5% of the total acreage proposed for development or one acre per 120 dwelling units proposed) or the cash equivalent be dedicated to them as a condition of zoning approval. Such bylaws require only the approval of council.

iv. Minor Variances

Local councils are entitled to appoint Committees of Adjustment, (Section 41) to authorize minor adjustments to permitted uses and building restrictions, without the necessity of a formal amendment to a zoning bylaw. These committees, which must not include council members, are especially effective in relieving hardships where new zoning categories and regulations are applied to an older urban fabric.

v. Maintenance and Occupancy Bylaws

Section 36 of the Act enables municipalities to pass bylaws regulating the maintenance and occupancy of property. Municipalities having either an official plan or an official policy (that has been adopted by council and approved by the Minister) in effect concerning property conditions, may pass bylaws which prescribe standards for the maintenance of buildings; prohibit the occupancy of premises that do not conform to these standards; require that sub-standard properties be repaired to meet the standards; and require that buildings which are not improved to meet these standards be demolished. Section 37 permits municipalities to provide financial assistance to any property owners who are affected by these standards.

4. A measurement is a legal right-of-way or other similar right over privately owned land.

Inspection of sites is to be carried out by a property standards officer (or his delegate), who is entitled to serve notice of violation to the property owner. The Act provides for a penalty of up to \$500 a day for failure to comply with the notice, and in addition it may be registered against the property title. Any order may be appealed to the Property Standards Committee, this Committee is appointed by Council but may not include any Council members. Decisions may be appealed to the local, county or district court.

vi. Demolition Control

In 1974, Section 37(a) was added to The Planning Act, which permitted those municipalities having a maintenance and occupancy bylaw in effect to pass a bylaw defining demolition control areas. Within such areas, no demolition of residential buildings may take place without a permit. Conditions may be attached to the granting of a permit, and those conditions, or the failure to grant a permit, may be appealed to the O.M.B.

vii. Building Bylaws

Section 38 of the Act authorizes municipalities to pass building bylaws. Although this section sets out what aspects of building construction may be regulated (e.g. the strength of walls, plumbing and heating systems, electrical wiring systems), no stipulation is made, either in the Act or in any supporting regulations, that municipal standards must conform to any uniform code. Thus there are sometimes significant differences in regulations from municipality to municipality.

The drafting and administration of building bylaws are rarely part of the municipal planning process, and are usually handled by a separate department under the chief building inspector.

viii. Urban Renewal

Urban renewal programs are aimed at the prevention of decay in the urban environment, and the elimination of blight where deterioration has already taken place. Broadly speaking, there are two main activities. In basically sound areas, conservation and rehabilitation measures are applied such as upgrading municipal services and the standards of municipal housekeeping, stronger enforcement of zoning bylaws and occupancy regulations, the provision of missing community facilities, and the encouragement of private repairs and restoration. Where deterioration is thought to be too far advanced and where existing uses are inappropriate, redevelopment is carried out through acquisition, clearance and re-use.

Sections 22, 23 and 24 of The Planning Act enable municipalities to engage in urban renewal, and to enter into agreements for financial assistance from senior governments for the planning and implementation of urban renewal schemes. Without such assistance, urban renewal programs are usually beyond municipal financial capacities, so that the nature and extent of municipal activity in urban renewal is closely governed by federal and provincial policies, with the province tending to follow the federal lead.

The original impetus came from the post-war slum-clearance for public housing projects, so that the early emphasis was on re-development. (Indeed Section 22 of The Planning Act still refers only to "redevelopment"). However, when federal, and then provincial support for redevelopment was terminated in 1968, so were most municipal programs. In recent years, municipal renewal activity has been revived with the emphasis on conservation and rehabilitation under the federally supported Neighbourhood Improvement Program.

The Metro Toronto Planning Board undertook an overall urban renewal study in the mid-'sixties, but all of the detailed planning and implementation of specific urban renewal schemes has remained a local function.

ix. Delegation of Powers

Section 44(b)(2) is a recent amendment to The Planning Act which permits the Minister to delegate any of his powers or authority under the Act to a municipal council. The council must first request the delegation, and delegation is not limited to metropolitan or regional councils.

At this writing, neither the Metro Council nor any local council has requested any delegation of powers. Regional York and Regional Peel have requested the delegation of subdivision approvals.

3. The Municipality of Metropolitan Toronto Act

Although the 1953 Metropolitan Toronto Act introduced two-tiered municipal government in Ontario, the arrangements for municipal planning simply applied the joint planning area/subsidiary planning area technique which had been available under The Planning Act for several years. What distinguished the Metropolitan Toronto Planning Area was its scale, and the area-wide powers and functions of its designated municipality, Metropolitan Toronto. The resultant commitment to area-wide planning and the financial capacity of the Metropolitan Corporation have been combined in support of an extensive planning program by the Metropolitan Toronto Planning Board.

The original joint planning area defined by The Metro Toronto Act encompassed not only Metro Toronto and its thirteen constituent municipalities, but also the thirteen municipalities in the surrounding fringe, for a total of 715 square miles. The Metro Board was responsible for preparing an official plan, but there was no stipulation that the plan need be adopted by Metro Council, or submitted to the Minister for approval.

The scope and general purpose of a Metro official plan was set out in the Act which specified that it should include:

- land use, and consideration generally of industrial, agricultural, residential and commercial areas.
- ways of communication.
- sanitation.
- greenbelt and park areas.
- public transportation.

The Act specified that local official plans must conform to the Metropolitan Plan. The division of responsibilities between Metro and the local municipalities as regards roads, utilities, open space and public transportation established the division between the Metro plan and the local plans in those fields. However, the extent of Metro interest in land use remained to evolve over time.

Metro was empowered to pass bylaws fixing building setbacks from arterial roads, but all other implementing powers available to municipalities under The Planning Act were left to local councils.

The 1967 amendments to The Metro Toronto Act which followed the Goldenberg Commission did not affect planning significantly. In 1971 the establishment of Regional York reduced the planning area by 205 square miles, and in 1974, the creation of Regional Peel and Regional Durham limited the planning area boundaries to Metropolitan Toronto itself. No formal provision was made to ensure that the co-ordination of planning between Metro and the fringe would continue.

In 1974, The Metro Toronto Act was amended to dissolve the Metro Planning Board. The planning duties which were assumed by Metro Council were redefined to correspond with Section 12 of The Planning Act.(5) The Metro Council was also required to prepare, adopt and forward to the Minister for approval an official plan for the Metro Planning Area, but no time limit was stipulated. The

(5) See Page 3.

planning provisions of The Metro Toronto Act now closely conform to those of the recent acts establishing regional municipalities in Ontario.

4. The Acts Establishing Regional Municipalities

The Regional Municipality of York Act (1970), The Regional Municipality of Peel Act (1973) and The Regional Municipality of Durham Act (1973) established two-tiered municipal governments north, west and east respectively of Metropolitan Toronto. For planning, each regional municipality is a joint planning area, and the region is the designated municipality. In York and Peel, each local municipality forms a subsidiary planning area. Planning activities at the local and regional level are to be carried out by council, which is deemed to be a planning board for the purposes of The Planning Act.

The regional council has the responsibility of preparing an official plan, and of adopting and forwarding it to the Minister of Housing for approval within a four year period, but no penalty is set out for failure to meet this deadline. The provisions outlining what matters the plan should cover and the planning duties of council are identical to those contained in Section 12 of The Planning Act. It is specified that all local plans and zoning by-laws must conform to the regional plan. However, the legislation does not attempt to define what matters should be of regional concern, and therefore, most properly handled in a regional plan, and what matters may be left to the discretion of the area municipalities.

The Acts relieve local committees of adjustment of their authority to grant consents and transfer this function to regional Land Division Committees appointed by the regional councils.

The Peel and Durham Acts specifically authorize the delegation of ministerial powers of approval, whereas this must be carried out under the general provisions of The Planning Act in Regional York.

The Durham Act differs significantly in one other respect. First, the regional municipality constitutes the only planning area, and all other areas were dissolved. The regional council may designate any area municipality as a district planning area, subject to whatever conditions, and for whatever time period it considers appropriate, and must then authorize the local council to prepare a district plan. (This step was in fact taken in 1974.) The content

of the plans and the planning duties of the local councils are almost identical to those set out in Section 12 of The Planning Act. When a district plan has been prepared and forwarded to the regional council, the council must approve the plan (modified as deemed appropriate) and forward it to the Minister for approval, or reject it.

5. Provincial Planning Activities

a. The Ontario Planning and Development Act, 1973

This Act provides the legislative framework for the preparation and formal implementation of plans by the Province. It enables the Minister of Treasury, Economics and Intergovernmental Affairs to establish development planning areas, undertake studies, and prepare a plan for all or part of a development area. The establishment of a development planning area must be approved by the Ontario legislature.

The scope and content of such plans are set out in Section 5 of the Act which states that they may contain:

- policies for the economic, social and physical development of the area covered in the plan (these may include such matters as the distribution and density of population; the identification of major land use areas; the provision of major parks and open space; land acquisition policies; the management of land and water resources; pollution control; the location and development of servicing, communications and transportation systems; and the development and maintenance of educational cultural, recreational, social and health facilities etc.).
- policies relating to the financing and programming of public development projects and capital works.
- policies to co-ordinate planning and development among municipalities.

The Act contains detailed provisions to ensure that consultation and co-ordination takes place with any local municipalities and with citizens within the development area. Two advisory committees must be set up to advise and make recommendations concerning the preparation and implementation of the plan - one composed of the representatives of any affected municipalities, and one which is "broadly representative of the people of the development planning area". Proposed plans must be circulated to each municipality within the planning area and to the advisory committees. A notice stating that a plan has been prepared, that it is available for public inspection, and that submissions are invited must be placed in a local newspaper. The Minister must appoint a hearing officer to conduct a public hearing, at which the plan must be presented by the Minister or his officials, who may be questioned on any of its aspects by the public. The hearing officer must prepare a summary report of the hearing, and recommend whether or not the plan should be accepted, rejected or modified.

The Minister, after making any modifications, must submit the plan to the Lieutenant Governor-in-Council for approval (6), (the latter is also responsible for making any modifications and for approving any amendments). The approved plan must be reviewed, public submissions invited, and a hearing conducted at least once every five years, at which time the Minister is required to submit a detailed report to the Lieutenant Governor.

Once a plan is approved, no bylaw may be passed and no undertaking may be carried out by a municipality, a public board or agency, which is not in conformity with it. The Minister may deem any bylaw or undertaking to conform if it follows the general intent of the plan. When a definite conflict does exist between a local plan or bylaw and the provincial plan, the Minister must advise the local municipality. If no agreement or compromise is reached between the province and the municipality, the Minister is entitled to amend the local plan or bylaw by ministerial order. If there is no bylaw or official plan in effect, he may also require a local municipality to pass a zoning bylaw or official plan in order to implement the development plan.

The Toronto-Centred Region Concept, as published in 1970 was adopted by the provincial government as policy. Recently, a review of the concept was published as the Central Ontario Lakeshore Urban Complex (COLUC) Report. It is not clear whether this report will be reshaped into a development plan to be adopted under the Planning and Development Act, or whether the policy recommendations will be adopted or amended by the government in some other form.

(6) If the plan submitted by the Minister is not the same as the one recommended by the Hearing officer, further public representations must be invited.

b. The Parkway Belt Planning and Development Act, 1973

The Parkway Belt Planning and Development Act is the only piece of legislation which has been passed under The Ontario Planning and Development Act to date. The Parkway Belt Act enables the Minister to define, by order approved by the Legislature, a Parkway Belt Planning Area, and to require that "an investigation and survey of the environmental, physical, and social conditions in relation to the development of the Planning Area" be carried out, and that a Parkway Belt Plan be prepared. All sections of The Ontario Planning and Development Act (except Section 12 which is covered under Section 6 of this Act) apply to the Parkway Belt Planning Area, and the Parkway Belt Plan is considered to be a development plan.

The Act also contains certain specific conditions for the Parkway Belt area, concerning local assessment and provincial payments to municipalities. Section 3 outlines the provisions under which the province may fund municipalities whose jurisdiction includes any part of the Parkway Belt Planning Area, and Section 5 deals with assessment agreements between local municipalities and property owners. The Parkway Belt West Planning Area as defined in mid-1973 is shown on Map No. 1. A draft plan has still to emerge, and to date no fixed time has been set for the public hearings. The Parkway Belt-East Planning Area (i.e. east of Highway 48 in Markham) has yet to be defined.

6. Federal Legislation

Under Part V of the National Housing Act, grants and loans may be made to municipalities to undertake urban renewal studies of general or specific kinds, and to assist in the implementation of approved schemes. During the 'sixties', most of these funds were used for redevelopment schemes, especially for downtown redevelopment. A number of major projects were initiated in Ontario cities before federal support was abruptly withdrawn in 1968.

In 1972, the federal government re-entered the municipal renewal field, this time in support of neighbourhood conservation and rehabilitation. Under the Neighbourhood Improvement Program (NIP) grants and loans are made available for the identification of improvement areas and the preparation and implementation of plans within those areas. Funds may be used for land acquisition and clearance, and the provision of social and recreational facilities as well as the usual hard services.

The Residential Rehabilitation Assistance Program (RRAP) provides for loans to low income property owners in NIP areas. The amounts of loans are based on income levels. Landlords in NIP areas are only eligible for assistance if they are prepared to sign long term rent control agreements. Non-profit corporations and special groups are eligible for RRAP loans outside NIP areas.

7. Findings

From a review of the legislative framework, it may be concluded that a solid statutory basis for municipal planning has evolved. That evolution may be expected to continue to meet changing needs.

Four deficiencies which are especially significant can be identified:

- a. There is no formal machinery for co-ordinating metropolitan planning programs with those of the surrounding regional municipalities.
- b. Within Metro, there is no clearcut division between the metropolitan and the local interest in land use planning. The same is true in the surrounding regional municipalities.
- c. Measures to ensure public participation in municipal planning procedures are not spelled out.

It really is not clear that the solution to these deficiencies can be legislated, or ought to be. It seems evident that considerably more experimentation, debate, and experience will be required in inter-municipal negotiations, in intra-municipal relationships, and in participatory procedures before it can be established whether solutions can and should be codified, and if so whether in regulations or in statutes.

III. MUNICIPAL ORGANIZATION FOR PLANNING

Municipal planning in and immediately adjacent to Metropolitan Toronto is divided among four metropolitan or regional municipalities, and ten local municipalities. The following subsections describe, in a summary way, the planning organization in each, the size and scope of the operation, and the status of the main planning instruments. Their current planning activities and major concerns are discussed, and their relationships with other planning jurisdictions are outlined.

The major findings with respect to the division of authority and functions within and between the metropolitan and regional municipalities, and with regard to formal and informal working relationships, are summarized in the conclusion.

1. The Metropolitan Area

a. Metropolitan Toronto

The Metropolitan Toronto Planning Board was formed in 1953, when Metropolitan Toronto was established, and remained in existence until the end of 1974. In 1975, in line with the practice in the other regional municipalities, the Board was dissolved, its responsibilities were assumed by the Planning Committee of the Metropolitan Council, and the staff was made a Metropolitan Department. The composition of the Board's membership varied considerably over the 21-year period, but generally included a core of appointed "citizen" members, as well as representatives from the Metropolitan Council, the two metropolitan school boards, the local area planning boards, and the fringe municipalities which were originally within the Board's jurisdiction.

Throughout its existence the Board's composition, and the active participation of the Metropolitan Chairman and other Council representatives, ensured that the Board's activities were closely correlated with those of the elected Metropolitan Council. The staff was directly responsible to the Board but functioned largely as a metropolitan department, and reported as well to the various council committees with respect to the planning and implementation of a wide variety of metropolitan projects and services. The presence of local area representatives was designed to ensure that local interests were adequately attended to, but in practice the relationships between metropolitan and local planning interests varied considerably and were more often handled as staff matters than as Board responsibilities.

In place of the Planning Board the Council early in 1975 appointed a citizen's advisory committee to participate in the continuing preparation of a new Metropolitan Plan. This group, known as the "Metroplan Advisory Committee" consists of eleven appointed members, most of whom were previously members of the Board, and the Metropolitan Chairman and the Chairman of the Planning Committee. The exact relationship between this Committee and the Planning Committee and with the planning department staff has not yet been established, but it is expected that in addition to reviewing the ongoing preparation of the plan the Committee will bear the major responsibility for the Metroplan public participation program. However the Board's previous responsibilities respecting development control and the planning of metropolitan projects now rest exclusively with the Planning Committee with the other Council committees, and ultimately with Council itself.

The Planning Committee currently consists of seven council members, in addition to the Metropolitan Chairman. Two of the members are from the City of Toronto, two from North York, two from Etobicoke, and one from East York. It is noteworthy that Scarborough, which contains most of the remaining vacant development land and has the greatest volume of current development activity, is not directly represented on the Planning Committee. While the Committee's responsibilities are fairly clear - mainly to make recommendations to Council concerning development proposals and other planning matters - the exact nature of its involvement in ongoing metropolitan planning activities is difficult to establish in the present transitional stage. At this time there is some question whether the Committee can effectively identify a distinctively "metropolitan" point of view with respect to planning matters, or whether it views the metropolitan planning responsibility as being largely residual to the planning activities of the local municipalities, with which its members are generally more familiar. As is discussed later, this is a manifestation of the larger question of defining the specific nature and scope of metropolitan planning responsibility.

The present transitional stage also extends to the development of additional staff capabilities outside the Metropolitan Planning Department in areas which had heretofore been to some extent a planning responsibility. This became particularly apparent last year when the preparation of recommendations concerning metropolitan housing responsibilities was undertaken by staff in the Metropolitan Chairman's office rather than the planning staff. As well, an active unit in the Chairman's office is now being established to carry out a full-scale program of economic and policy research. The co-ordination of these activities with the ongoing preparation of the Metropolitan Plan remains to be clarified, and can be seen as an important transitional question.

Over the years the metropolitan planning staff has been engaged in three main activities: preparation of overall metropolitan planning policies, mainly through the Metropolitan Plan and the metropolitan transportation studies; processing of development proposals within Metropolitan Toronto and the surrounding fringe (from 1953 to the 1971-74 period); and provision of direct planning services with respect to a variety of metropolitan projects and services, mainly in the fields of transportation, public works, parks and housing.

The staff resources and expenditures involved have increased significantly in recent years. In 1967, the first "post-Goldenberg" year, the staff had 44 employees, and total expenditures were under \$600,000. By 1974 the planning staff had grown to 74 employees, and the total expenditures had more than tripled, to over \$2,150,000. In 1967 about 60% of the Board's expenditure was for staff salaries; in 1974 salaries accounted for less than half of the expenditures, with substantial amounts being used for consultant services (mainly in the Transportation Review) and for the Metroplan public participation activities. The proposed budget for 1975 is over \$2.5 million (which may undergo some reduction by the Council); again, a substantial proportion will be used for consultant services and the public participation program. Substantial funds are secured from external sources, mainly provincial grants for the transportation studies. These amounted to nearly 1/4 of total expenditures last year and are expected to account for about 1/6 of this year's expenditures.

A brief description of the main metropolitan planning activities follows.

i. The Metropolitan Plan

The preparation of the Metropolitan Plan has occupied a large proportion - perhaps half - of the Planning Board's staff resources over the years, and has taken various forms. These included the publication of the original "Draft Metropolitan Official Plan" in 1959; the adoption of the 1966 "Metropolitan Plan"; and the current "Metroplan" studies, which are intended to lead to the completion of a formal Metropolitan Toronto Official Plan by the end of 1976.

In the initial period, from 1954 to about 1960, the overall planning activity consisted largely of establishing the basic land use pattern and development framework for the anticipated growth of the extended Planning Area (including the fringe municipalities)

to about 1980. This work was carried out largely in conjunction with the local planning activities, both in the built-up inner municipalities and in the developing suburban and fringe municipalities. Many of the main decisions concerning the extent and form of urban development in the area were established in this period, including the disposition of the principal residential and employment areas and the basic transportation network for the extended area. These basic development projections were embodied in the draft plan, and provided the basis for programming the main metropolitan services required to support the anticipated urban development.

Most of the main land use dispositions in the plan were essentially the product of local initiatives, which were in turn responses to specific private development proposals, though there were at least a few instances of major land use decisions resulting from metropolitan determinations (such as the establishment of major employment areas at the northern end of the Don Valley Parkway and in the southern part of Pickering Township). As well, many of the important development decisions which were basically local in origin involved a considerable degree of joint local/metropolitan planning effort (such as the development plan for northern Etobicoke).

The second period, extending through most of the 1960's, was devoted largely to the revision of the original plan to a form considered suitable for adoption as a statutory instrument, and to the formulation of a detailed plan and program for major transportation facilities as an integral part of the plan. The work also involved revision of the original growth estimates in accordance with the trends in residential development prevailing in this period. The 1966 plan was recommended by the Planning Board as the statutory "Official Plan", but the Metropolitan Council chose instead to adopt the document only as a "Metropolitan Plan", to serve as a vehicle for the guidance of metropolitan activities and the regulation of local development, without giving it the statutory status provided for by The Planning Act. The decision was evidently based on a strong concern with the complicated procedures involved in the adoption and amendment of two levels of municipal official plans under the provisions of the Act, and in particular a concern with the problems of administering a metropolitan statutory plan for the fringe municipalities which had no political representation on the Metropolitan Council. It was the stated intention at the time that the plan would be administered as though it were, in effect, the "official" plan, insofar as Metro's own activities were concerned, in the anticipation that suitable procedures would be established jointly with the Province for its ultimate adoption as the Official Plan.

As in the earlier period, the Metropolitan Plan served as a vehicle for regulating development in accordance with both metropolitan and local development policies. In addition to the conventional land use designations, it incorporated a metropolitan-wide apartment density policy which provided the basis for the Ontario Municipal Board's adjudication of apartment proposals. By the end of the 1960's, however, significant changes had occurred in the climate of public opinion, involving the emergence of strong public concerns with respect to social and environmental aspects of the prevailing development trends. These were reflected, among other things, in the Province's decision to halt construction of the Spadina Expressway, and in the emergence of strong "reform" elements in local councils which were directed to a re-examination and revision of the prevailing development policies.

Largely as a consequence of these changes the Planning Board and Council decided in 1971-2 to undertake a full-scale review of the plan. This was accompanied by the establishment, jointly with the Province, of the Metropolitan Toronto Transportation Plan Review (MTTPR), directed to the comprehensive re-examination of the earlier transportation planning assumptions and proposals and the formulation of major options for future transportation service. The MTTPR studies were completed by the end of 1974, and the other "Metroplan" studies are currently underway. These involve mainly a series of background studies, which are intended to be completed within a few months, the formulation and testing of major development options, by the spring of 1976, and an extensive public information and participation program, designed to secure ongoing citizen involvement in the formulation of planning conclusions and proposals. The current work program envisages that these various activities will be completed for Metropolitan Council consideration by the fall of 1976, with the preparation of the actual "Official Plan" to follow.

The new plan is evidently intended to be a "structure plan" rather than a conventional land use plan, and will involve mainly the distribution and density of population, employment and economic activities, and the establishment of the supporting infrastructure of utilities, transportation, parks and social services. Among the "options" to be considered are those outlined in the MTTPR studies, dealing with varying patterns of centralization and decentralization of population and employment. The current studies indicate that present local plans will accommodate a total population of about 2,800,000 persons in Metropolitan Toronto by the year 2001 (compared to the 1974 level of 2,125,000), but that if development policies in the surrounding regions are not adequate to handle anticipated growth demands extensive doubling-up of families resulting in an increase in the average size of households and the number of households per dwelling unit, can be expected within Metro, leading

to a population level of about 3 million persons by that year. The studies also indicate that to accommodate the projected population growth, about 80% of future residential construction in Metro will have to be in the form of apartments. Alternatively, it will be necessary to provide substantial amounts of housing in areas now designated for future industrial use.

ii. Development Control

From its inception the Metropolitan Planning Board devoted considerable time and resources to development control activities, including the processing of subdivision plans, and commenting upon local zoning bylaw amendments, and local official plans and amendments. In the early years, when local planning activities were not well established throughout the area, the Board undertook a major responsibility for securing an adequate planning standard in development proposals, and development control activities occupied about 1/3 to 1/2 of the staff resources. As local planning programs were established this activity receded, and in recent years the main concern has been to ensure that development proposals do not conflict with important metropolitan concerns. With the removal of the fringe areas from the Board's jurisdiction, development control activities declined to about 15% of the total staff time in 1974.

In 1974 the Board processed a total of 48 local official plan amendments, 328 zoning bylaw amendments and 58 subdivision plans, and commented on 28 appeals to the Ontario Municipal Board. Under the Planning Board's procedures, proposals which conformed to metropolitan policies or did not present major planning issues were dealt with directly by the staff, and only those proposals which presented major issues or in which local and metropolitan views differed were considered by the Board itself. In 1974, these amounted to about 1/3 of the Official Plan amendments dealt with and nearly half of the O.M.B. appeals, but only about 2% of the zoning bylaws and none of the subdivision plans.

With the abolition of the Planning Board, the Planning Committee has adopted substantially the same procedures, providing for the staff to deal directly with all applications except those involving major issues or conflicts, and there is likely to be little change in the prevailing pattern as described above. A major change which may be taking place however involves the delegation to the Metropolitan Council of many of the approval functions of the Minister of Housing. The responsibility for commenting to the O.M.B. on zoning bylaws was assumed by Metro in 1966 and the authority to approve subdivision plans will be delegated to Metro when the Council decides to request this power. Delegation of the power to approve local official plan amendments, if it is requested, will not take place until the new Metropolitan Plan has been adopted.

The transition from ministerial to metropolitan responsibility for development control could present the Metropolitan Council with substantial planning issues involving conflict between local and metropolitan interests. As present, when such conflicts cannot be handled satisfactorily, they are in effect resolved by the Minister or the Municipal Board. When the approval powers are assumed by Metro it will become the Council's own responsibility (subject to appeal provisions) to make these decisions, and it is far from certain at this time how the Planning Committee and Council would sort out the respective metropolitan and local considerations.

iii. Metropolitan Services

The other major area of planning activity has involved the provision of planning services directly related to metropolitan projects and services. Over the years this has involved the planning staff in a variety of technical activities relating to Metro's transportation, housing, parks and public works programs. The planning staff has been responsible essentially for establishing the basic development projections for the planning of metropolitan facilities, and has participated in formulating the planning and technical specifications for a variety of projects, including such diverse matters as, for example, the location of public housing, the redevelopment of Exhibition Park, the formulation of waterfront and valley land programs, and the programming of major road and transit improvements. These activities have been carried out primarily through formal and informal inter-departmental arrangements, including the establishment of standing "technical" committees in various subject areas (transportation, housing, parks, etc.). The planning staff has been heavily involved as well in the Metropolitan Corporation's public information program, including the preparation of its periodic information brochures and public exhibits.

The planning staff's role in these various activities has changed considerably over the years, both because many of the metropolitan programs involved have neared completion and because Metro's own responsibilities have changed, as in the case of public housing. It is possible that the prospective establishment of a chief administrative officer and the creation of a centralized policy research operation may also alter significantly the planning staff's information responsibilities.

However, the present responsibilities in the field of transportation planning will continue, including the follow-up to the MTTPR studies and the study of specific metropolitan road and transit projects. Among the other planning services which are anticipated in the near future are participation in the replanning of Exhibition Park following the construction of the new stadium, and the evaluation of housing sites and development potential as an outgrowth of the recently adopted Metropolitan Interim Housing Policy.

Significant Problems and Issues

A major problem area for the immediate future, as in the past, is the need to resolve the distinction between local and metropolitan responsibilities in the field of planning. Unlike such service areas as water and sewers, or even transportation, the scope of metropolitan planning responsibility has never been clearly defined, and it is certainly not clear at this point in time how the new Planning Committee, composed of local council members, will distinguish between metropolitan and local functions, responsibilities, and authority. The likelihood of the delegation to Metro of significant development control powers by the province will to a large extent depend on the satisfactory resolution of this issue.

The question is directly related to the determination of future development options in the new Metropolitan Plan. The establishment of specific policies concerning centralization or decentralization of housing and employment, and the corresponding provision of transportation, community facilities and social services, will involve matters of direct concern to the local municipalities. (For example the City of Toronto's proposed core area policies and the matching office employment policies which would be required in suburban municipalities). It could also involve the adoption of corresponding housing and employment policies and programs in the neighbouring regional municipalities, and will require the establishment of clear-cut provincial policies concerning the future development of the Toronto-centred region. Programs to implement substantial decentralization policies do not as yet appear to be available, nor has Metro's earlier extra-territorial planning jurisdiction been replaced by adequate machinery for co-ordinating development policies on a broad regional basis.

As was the case in the past, the main issues concerning the divergence between metropolitan and local interests are likely to focus in the areas of transportation and housing, including the establishment of specific transportation facilities and the satisfaction of specific housing needs. It seems apparent that the metropolitan planning system was unable in the past to accommodate the establishment of a defined "official" plan which would reconcile divergent metropolitan-wide and local interests in these two fundamental areas. It is likely as well that the new "Metroplan", reflecting a substantial degree of public involvement, will also require the resolution of this basic question.

b. The City of Toronto

The planning operation in Toronto is by far the largest of the area municipalities, and consistently over the years has been larger than Metro's planning operation as well. The total planning staff of 144 persons in 1974 was about 2-1/2 times as large as it was in 1967, and the 1974 expenditures of \$2.7 million were nearly four times as large. The proposed expenditure for 1975, \$3.2 million, represents a further increase of 20%. Per capita expenditure on planning last year was about \$4; this was twice as much as in the municipality with the next highest per capita expenditure (Scarborough), and was 2-1/2 times as large as the average per capita expenditure for the other five area municipalities combined.

The growth in planning staff and expenditure reflects the changing nature of the city's planning operation, which has directed increasingly heavy emphasis to local neighbourhood planning and to the planning problems of the central area and the waterfront.) The shift in emphasis to neighbourhood and central area planning is a result of a major reorganization of the City's planning operation over the past two years or so, involving both a significant restructuring of the staff and a reconstitution of the Planning Board's responsibilities. This reorganization has in turn paralleled, and has also reflected, the measurable change in the political climate of the City which was initiated with the election of the first "reform" Council at the end of 1971.

The main change concerning the Planning Board itself has been to remove it from much of the day-to-day management responsibility and to concentrate its efforts on matters relating to the Official Plan.) The Board now has 15 members, including 3 Council representatives and 12 appointed citizen members. There have been periodic reassessments of the Planning Board over the last 5 or 6 years, concerning not only its composition (which had more Council members in earlier years) but also the more fundamental question of its continued existence. (At present its role as a predominantly citizen-oriented Board, providing advice mainly on official plan matters,) seems confirmed, as is the role of the planning staff as serving both Planning Board and Council interests.

The restructuring of the planning staff began last year and is now substantially complete. It has involved the establishment of four distinct operating units, concerned with overall planning and research, central area and waterfront planning, neighbourhood and community planning, and implementation, supported by a substantial administrative services group. The scale and complexity of the

operation have led as well to the creation of policy planning and policy management groups, and the Toronto planning operation is unique in the area in the extent to which formal internal policy co-ordinating mechanisms have been established.

Within the diverse strands of the operation three distinct thrusts are identifiable. One is a reassessment and ultimate revision of the present "Part I" policies of the 1969 Official Plan, concerning commercial, industrial and residential policies generally, and development policies for the Core Area particularly. Second is the formulation of localized plans and programs - Part II statements - for some 25 neighbourhoods and the waterfront. And finally, there is a review and reconsideration of the implementing mechanisms employed by the City - the zoning bylaw, site plan controls, demolition controls, etc. The operations involved range widely in scope and complexity and utilize a variety of organizational structures. Perhaps the most significant characteristic of the current planning climate in the City is the decentralization of local planning to a number of neighbourhood site offices and the intensive utilization of local neighbourhood groups - variously called working committees, task forces, steering committees, planning groups, etc. - as an integral part of the planning operation.

In essence, the City appears to be undergoing a thorough re-evaluation of its existing planning structure, which is co-ordinated reasonably closely with other current civic activities, including the implementation of a municipal housing program, selected neighbourhood improvement programs, and a number of local traffic management schemes. Perhaps the most visible product of this operation has been the current establishment of new policies for core area development and their accompanying development controls, but the evolving neighbourhood planning programs may also be significant in affecting the City's future.

The growing assertiveness of planning at the city level has been accompanied by a stronger interest and concern with matters outside the City's immediate jurisdiction. These include, for example, an effort to intervene in the resolution of Pickering Airport question, and specific concerns expressed about development policies in some of the other municipalities. It has also been manifested in significant disagreements with some prevailing metropolitan policies, such as, for example, the question of residential development on the Toronto Islands and the Spadina subway route. While Metro's current proposals for Highway 400 and the Spadina Expressway right-of-way have not been dealt with specifically as a City planning matter, they might well become a matter of planning staff activity.

The important problem identified earlier - the difficulty in distinguishing between what is essentially of metropolitan importance and what is largely of local interest - is tangibly expressed in some of these major city issues. Questions such as decentralization of employment, the character of the core area, improvement of the arterial road network and provision of new transit facilities, are clearly of both area-wide and local municipal concern. Equally, the formulation of provincial policies and programs for regional development are seen as directly affecting the City's interests. The need for an adequate mechanism to co-ordinate provincial, regional, metropolitan and local planning responsibilities comes sharply into focus in the consideration of current planning issues in the City of Toronto.

c. The Borough of York

The dissolution of planning boards with citizen appointees, and the assumption of all planning functions by municipal councils is now the prevailing trend in Ontario. However, in 1975 for the first time the Borough of York appointed a planning board entirely composed of citizen members except for the Mayor.

The Planning Department has an establishment of 13, but 4 positions, including that of the Director, remain unfilled at this writing. The 1974 budget was \$225,000 which is about double the 1967 level, all but a fraction of which comes from municipal taxes.

During the past two decades, York (including before 1967 the Town of Weston) increased in population from about 110,000 to more than 140,000. Throughout the same period, average household size was decreasing, so that the difference in population does not totally reflect the amount of development that took place. Growth derived not from the urbanisation of large areas of undeveloped land but through changes to the existing urban fabric, mainly through private apartment redevelopment.

As noted earlier, The Planning Act did not really equip municipalities to cope effectively with such circumstances. The only tool made available was the zoning power, a device intended to ensure stability, not to accommodate change. Some of its limitations for development control purposes have been removed through recent amendments to the Act (the addition of Sections 35a and 35b) but throughout the main growth era in York, zoning remained an inflexible mechanism, limited to quantitative controls, where conditions could not be attached, legally, to approvals. York's capacities to deal with its growth were therefore limited, and evidently few of the public ever came to understand where and when the zoning bylaw meant stability or change.

The original 1963 Official Plan was in the process of amendment to provide the necessary policy guidelines in this field when its course was intercepted by the anti-development mood which finally achieved political expression in the 1972 municipal elections. The turning-point in York was probably marked by the presentation of the oft-quoted Price Waterhouse Study on Apartment Development which indicated that high density buildings were not the financial boon for the municipality that earlier proponents had supposed. The 1972 Council reduced the extent and density of the areas of change by about half, and thus revised, the York Official Plan was approved by the Minister early in 1975.

The housing standards bylaw is also new. For the future, intensive effort is expected to be directed toward a comprehensive review of the 1958 zoning bylaw, including some down-zoning necessary to achieve conformity with the new official plan. Attention is also turning to neighbourhood rehabilitation and conservation under the federal Neighbourhood Improvement Program.

In most areas the boundaries of the Borough are not rational for planning purposes, which may occasion the somewhat more frequent inter-municipal planning problems (e.g. Lambton Square, Heath Street) but new or special machinery for co-ordination is not regarded as necessary. Liaison with Metro planners has generally been good.

The Borough of York is, of course, at the centre of Metro's most celebrated traffic controversy - the extension of the Spadina Expressway and Highway 400 - but, whatever transportation policies are adopted, it seems unlikely, because it is already largely developed, that important land use changes can or will be accommodated as a result. Possibly as a reflection, the Borough's planning officials do not participate actively in the Metroplan Review.

d. The Borough of East York

The East York Planning Board has nine members, five citizen appointees, three from Council and one representative of the Board of Education. The planning staff numbers seven, and administers a budget of about \$130,000, which is double the 1967 figure.

Between 1953 and 1973, the Borough (including Leaside after 1967) increased in population from about 80,000 to 105,000. Growth resulted both from residential expansion (Thorncliffe, Golden Gate) and high density redevelopment (Crescent Town). However, the period of growth seems to be nearly over owing to changed public attitudes and the limitations of the sewer system.

The original 1962 Township Official Plan has now been almost completely superceded by a series of Secondary Plans covering communities within the Borough. (The 1966 Leaside Official Plan functions as a Secondary Plan). The Secondary Plans are seen as useful for catalyzing and focussing public participation in community planning. The Metro Planning Districts (East York is part of two) are regarded as too large for that purpose. A new overall official plan for the municipality may be useful to co-ordinate Borough-wide functions, but is not listed as a priority item.

Although East York's Borough limits in most cases do not constitute rational planning boundaries, the infrequent land use problems occasioned are evidently not cause for undue concern. Perhaps more persistent are complications in the provision of social services where natural

communities are divided by municipal jurisdictions (e.g. school accommodation north of Danforth Avenue).

Interest in the Metroplan Review seems to have focussed more on the public participation techniques, and their effectiveness, and in the transportation aspects (specifically, the fate of the Leslie Street extension, which is significant for the rehabilitation of the Leaside Industrial Area). In terms of land use, real opportunities for alternatives to the existing pattern in East York are regarded as few.

e. The Borough of North York

The North York Planning Board comprises 5 citizen appointees (one from each of the Planning Districts) and four members of Council including the Mayor. Representatives of the public and separate school boards sit as ex-officio members.

The Borough's Department of Planning and Development currently has a staff of 36 including 16 professionals. Its 1974 budget was approximately \$700,000, or about double its 1967 level. Over 90% is paid out of municipal taxes, the balance comes from application fees, sale of documents etc. The development side of the department is chiefly concerned with co-ordinating municipal projects.

During the past 25 years, North York grew from a population of less than 50,000 to over half a million -- an unprecedented volume and rate. During that time the original official plan adopted in 1948 provided only the most rudimentary guidelines for land use, and none at all for population densities, community facilities, transportation, servicing or staging. In fact, it was the development control processes, rather than any formalized plan-making exercise, that shaped policy and directed growth throughout much of the municipality.

Beginning in the mid- 'sixties', a series of five District Plans (corresponding to the three Metro Planning Districts and two part Districts which cover the Borough) were prepared by Planning Board and Council and approved by the Minister. These documents include a policy text and plans showing detailed land use, population and densities, schools, parks and other community facilities, and road proposals. Through close liaison at staff level, Metro policies and proposals were incorporated into the District Plans. A comprehensive review of the original overall plan for the Borough was never undertaken, and it is not contemplated now. North York has consistently adhered to the view that the Metro Plan should fulfill that function and has in fact done so despite its "unofficial" status.

The leading edge of development has now passed beyond the municipal boundaries and within, the urban fabric is almost totally new. Aside from limited pockets requiring rehabilitation or redevelopment, the essential planning role for the next decade is in neighbourhood conservation and infilling*. The Borough is well equipped with a trained staff, a policy framework approved in the District Plans, a comprehensive zoning bylaw, highly tuned subdivision control mechanism and a new housing standards bylaw.

Nevertheless, the task promises to be an exacting one. Many infill areas constitute problems bypassed during the first wave of development. Pressures to intensify the use of remaining parcels may be expected to multiply while the Borough seeks to rectify deficiencies in space for community facilities. Ways must be found to recruit and sustain in each area public involvement which is broadly based and well informed.

The North York planning operation has been almost wholly local in its focus. External relationships have never commanded continuing attention in the past. Differences with neighbouring municipalities over land uses near boundaries have been relatively few and have been worked out much in the same manner as land use issues elsewhere in the Borough. It is evident that these land use questions are seen to be local, and best dealt with on a decentralized basis. In contrast, inter-municipal transportation problems tend to be regarded as metropolitan matters.

The presence of Downsview Airport exposes North York directly to federal initiatives, whereas such provincial planning exercises as COLUC and the Parkway Belt seem to pass North York by. If all or most of the Province's approvals under The Planning Act are delegated to Metro Toronto, the Borough's exposure to provincial land use policies will be limited to any policy directives which the government may give to the Ontario Municipal Board.

The Metroplan Review process has not received great attention from North York Planning. Land use in the Borough, as elsewhere, has always been locally conceived and the established pattern of District Plans scarcely affords much opportunity for new land use initiatives by Metroplan.

f. The Borough of Etobicoke

Etobicoke Planning Board also comprises 5 citizen appointees and four members of Council, including the Mayor. The Planning Department has a staff of 35 including 14 professionals. Its 1974 budget was about \$500,000, slightly more than double the 1967 figure, virtually all of which is paid for out of municipal taxes. The Department also handles traffic engineering.

* The development of small tracts of vacant land within the existing urban fabric.

In many respects, the Etobicoke planning experience closely parallels North York's. The original 1948 Township Official Plan, which afforded only general land use guidelines, was buttressed by a number of major amendments, but never by a comprehensive review, even when the three Lakeshore Municipalities were absorbed into the Borough in 1967. In consequence, much of the explosive growth to the present 300,000 population was directed through the development control process. Partly in consequence, the municipality to-day lacks a central core, or even a potential centre.

Not until 1971 were the three District Plans (corresponding to the three Metro Planning Districts) commenced. Now complete, they do provide a comprehensive policy framework to guide future planning activity. With the first wave of development having passed through, the task will be to accommodate the infilling of stable communities while managing the rehabilitation and redevelopment of the limited areas designated for change.

A comprehensive zoning bylaw, a recently expanded maintenance and occupancy bylaw, and well-established subdivision control procedures are adequate implementing tools for the experienced planning staff.

The future planning effort is expected to focus on local issues, and to be attuned to local aspirations rather than area-wide objectives. In most directions, inter-municipal planning relationships are not developed, and planning questions of mutual concern have not been complex. Along the western boundary, a Mississauga/Etobicoke Liaison Committee (composed of council members) now meets to sort out planning issues as well as other matters. However, evidently Etobicoke Planning has not been involved so far in the Mississauga Official Plan Review. Neither has there been participation in the making of the Province's Parkway Belt Plan where it crosses the Borough.

Similarly, the Metroplan Review has not occupied much of Planning Board or planning staff time. Although The Planning Act does not provide for a hierarchy of plans, in order for Metroplan to be workable in a Metropolitan federation, it will probably have to reflect a division of powers characteristic of other functions of government. Etobicoke clearly expects the land use determination will remain within the local domain. In this same vein, there is at least some feeling that provincial approvals under The Planning Act, especially those concerned with development control, ought to be delegated not to Metro, but to the local municipality.

g. The Borough of Scarborough

The Scarborough Planning Board also has nine members, five citizen appointees and four Council members, including the Mayor. The planning staff numbers 36, of whom 9 are professionals. The 1974 budget of \$737,000 is nearly three times the 1967 level, of which 90% is paid through municipal taxes.

The Scarborough planning experience is distinctly different from the other large Boroughs although it has shared the same phenomenal post-war expansion. Scarborough adopted a comprehensive official plan in 1957, which included proposals for land use, community structure and facilities, roads, and staging. This was immediately followed by a series of Secondary Plans, beginning with those areas in the van of development, which set out more detailed policies with respect to land use, housing mix, community facilities, circulation etc. As a result, after 1958-59 a formalized plan-making process generally preceded development throughout the Borough.

The Secondary Plans cover individual communities and industrial districts delineated in the primary plan, and do not reflect (except in combinations) the much larger Metro Planning Districts which were defined later. Completed Secondary Plans now cover all but two communities in the Borough (including West Rouge recently annexed) where plans are underway. Nevertheless, an overall Scarborough plan is still regarded as a necessity to co-ordinate Borough-wide programs.

Unlike the other Boroughs, Scarborough still has extensive undeveloped tracts, so that major new community building will continue to occupy the Scarborough planners throughout the coming decade. Added to that task will be management of the infilling of older communities, and the development of the Town Centre as the major social, cultural and employment focus for the Borough.

For zoning control, Scarborough relies on a series of individual community bylaws, rather than a single comprehensive bylaw. The Borough also utilizes the full array of subdivision control techniques, and has recently adopted a housing standards bylaw.

Heretofore, planning problems across municipal boundaries have tended to be infrequent, localized and relatively uncomplicated. Like planning issues elsewhere, they have always been worked out through staff negotiations, political accommodation, or if necessary, by O.M.B. direction. More recently, the obvious relationship between downtown growth policies in the City, and Scarborough's Town Centre ambitions has focussed some attention on the whole question of metropolitan land use strategy.

This reinforces the long-held Scarborough view that a Metropolitan Official Plan is an overdue necessity to co-ordinate and to set out Metro-wide policies and programs. The location of the Zoo, the Scarborough Expressway cancellation, senior citizen housing locations, refuse transfer stations and waterfront development are cited as important Metro initiatives affecting the Borough which did not evolve from a comprehensive Metro plan, or duly approved amendments to it.

On the other hand, it is also apparent that only a few real opportunities remain to effectively co-ordinate land use in Scarborough with metropolitan policies in such fields as housing and transportation. Existing and committed development patterns seem unlikely to yield to significant changes however desirable such changes might be from the metropolitan viewpoint.

Scarborough has been exposed to a wide range of provincial initiatives, Malvern, the Parkway Belt, the East Metro Freeway, the West Rouge annexation and North Pickering to cite a few. Perhaps in consequence COLUC is welcomed by some as a desirable step toward a reliable provincial policy statement on the future pattern of development in the region.

Despite this evident concern for progress in plan-making at the metropolitan and provincial levels, Scarborough's planning activities seem to have remained wholly local in scope. Interest in the Metro-plan Review has not been wide, or sustained. In provincial planning matters affecting Scarborough, the Borough planners remain onlookers.

2. The Regional Municipalities

In 1953, when the population of Metropolitan Toronto was 1.1 million, and when most development activity was taking place well within Metro's limits, it was found necessary to extend Metro's influence in land use planning and development control beyond its boundaries. Accordingly, the original Metropolitan Toronto Planning Area was defined to include the belt of townships and villages, 13 in number, surrounding Metropolitan Toronto. Twenty years later, the population had grown to 2.1 million and the leading edge of development had passed beyond Metro's boundaries in most directions. Beginning with Regional York in 1970, three regional municipalities have been established surrounding Metro, and the Planning Area has been successively reduced so that it now corresponds to the Metro corporate limits.

No formal machinery for planning co-ordination across Metro's boundaries has ever been instituted in replacement of the initial Metro Planning Area. At present the Metroplan Review is being paralleled by major plan-making exercises in each of the three surrounding regional municipalities, and in most of the local municipalities immediately adjacent to Metro. The following is an outline of that external planning activity.

a. The Regional Municipality of York

Regional York is not a region in the sense that it has a natural core with a recognizable sphere of influence, or that it embraces an identifiable community of interest. It is simply a large administrative unit that replaced the former County of York. The establishment of the Region was accompanied by some rearrangements among the lower tier municipalities. Newmarket, Aurora and Richmond Hill were enlarged, while the smaller towns and villages were amalgamated with their surrounding townships.

The Regional York Planning Committee comprises 16 members of the Regional Council including the Chairman. The Planning Department has an establishment of 29, but there are six vacancies. The 1971 planning budget of \$221,000 was paid for entirely by the Province (as part of the start-up costs). By 1974, the budget had increased to \$525,000, and the provincial grant for planning had diminished to \$25,000. No grant will be available for 1975.

The main functions of the Department have been the preparation of the Regional Official Plan, devising interim development control policies, and dealing with development applications. Through its unique Area Services Division, the Department provides at cost a consulting service to local municipalities in the full range of

planning matters, including the preparation of local official plans and secondary plans. Zoning, housing standards and most aspects of land development agreements remain as local functions.

Provincial policy, as adopted in the Toronto Centred Region Concept, and as further elaborated (but still to be adopted) in the COLUC Report, is to minimize population and employment growth in the north in favour of linear growth east and west of Metro along the lakefront. Nevertheless, population assignments do provide for an increase from the present 180,000 persons to more than 400,000 during the next 25 years. This may be extended further by Ontario Housing Action Program (OHAP) areas. The York-Durham Servicing Scheme, financed by the province, will provide the necessary trunk water and sewer services on a long term basis. Most of this growth will take place in Markham, Vaughan and Richmond Hill, close to Metro's northern boundary.

There are many areas designated for future development where the land use pattern is not yet committed so that some opportunity still remains to establish land use from a 'regional' viewpoint. Whether or not this will in fact occur will depend on how conflicts, if any, will be resolved between the emerging Regional Official Plan, and the local plan-making exercises described below.

The Regional Plan is scheduled to be discussed as a series of alternatives throughout mid-1975, with the aim of adopting the most favoured option during the fall. In addition to resolving the question of local versus regional land use determination, the Regional York plan as it will be the first Regional Plan to be processed by the Province in the COLUC area, may help to define the specific provincial policy concerns and the extent to which the Province is prepared to intervene in pursuit thereof (e.g. OHAP).

The regional planning program included a serious and sustained attempt to recruit citizen participation, and its effectiveness may shed some light on the problem of securing public interest in planning at a regional rather than a local level.

Finally, the Regional York experience may afford some insights into the need for co-ordination in planning across regional municipal boundaries, and the adequacy of existing machinery for that purpose. Insofar as land use relationships are concerned, it would appear that Regional York is proceeding generally on the basis of the 1966 Metro Plan. Transportation and servicing policies, rather than land use alternatives, seem to be Regional York's main interests in the Metroplan Review.

For the time being, planning co-ordination is taking place essentially through staff liaison. A pertinent example is the Near Urban Parks Task Force (initiated by Regional York), formed to consider the

implications of heavy metropolitan use of major parks and open spaces created within Regional York.

i. The Town of Vaughan

The Vaughan Planning Committee consists of seven members of Council, but extensive use is also made of citizen advisory committees in the three urban areas, Maple, Woodbridge and Thornhill. The planning staff numbers eight, and one position is presently unfilled. Reflecting the growing pressure for development activity, the 1974 budget of \$224,000 was six times the 1967 level. Nearly \$100,000 was paid for out of fees (\$17,000) and other sources (\$80,000).

Vaughan is unique in the metropolitan fringe in that its present population (16,000) is only slightly greater than the 1953 population (13,500 in Vaughan and Woodbridge combined). This resulted from Richmond Hill's absorption of the only serviced area with residential potential, and fairly tight restrictions on residential growth elsewhere. In contrast industrial growth has been considerable, the Keele/Highway 7 area has burgeoned into one of the largest suburban industrial complexes in the Metro fringe.

The York-Durham Servicing Scheme will soon clear the way for major urban expansion. In preparation, Vaughan is presently working on a plan for the development of the Thornhill community which could ultimately quadruple the population of the Town. Plans for more modest growth in Maple and Woodbridge are being completed. For the future, a major problem is expected to be the lack of planning, engineering and administrative staff in the Town to cope with growth at such a rate and scale. Furthermore, planning so far has involved close liaison with local community groups, a type of process which may be severely strained by a high volume of development activity.

It is noteworthy that Vaughan's plans have been proceeding without participation by the Regional York planners, and in advance of publication of even the options for growth devised in the regional plan-making process. Also missing at this stage are firm provincial plans for the 500 KV hydro line and the Parkway Belt, both of which will traverse the major municipal growth area.

Vaughan's planning activity evidently has not included extensive liaison with adjacent local municipalities. The Metroplan Review material is received by Vaughan as information, but has not stimulated a response of any kind thus far.

ii. The Town of Markham

Markham's Planning Committee includes all nine members of Council. The Planning Department establishment is 12, but four places are presently vacant, including two of the 7 professional positions. The 1974 budget for local planning was \$240,000, nearly ten times the 1967 level. Ninety percent is paid for out of taxes.

Unlike Vaughan, Markham has undergone a major population increase, especially during the past decade. Despite the loss of some developed areas to Richmond Hill and Whitchurch-Stouffville, the Town's present population of about 48,000 is nearly four times the combined Markham Village and Township populations of 1953. Important industrial development has also taken place along Woodbine Avenue, but nothing like the scale of the Keele Street area in Vaughan.

The original 1964 primary plan has been followed up by a series of secondary plans which now cover about 85% of the urban areas in the municipality. In recent months, the Town embarked on a comprehensive review of its overall Official Plan. One of the objectives is to extend the number and variety of employment opportunities in Markham. This is a further example of a major local plan-making exercise undertaken on the eve of publication of the first Regional Official Plan.

Markham is clearly in the path of imminent urban development of major proportions. Obviously, its administrative capacity must be expanded in order to cope with the workload. The problem is that the Town already supports a relatively high per capita levy for planning, exclusive of its share of regional planning costs.

Markham's liaison at the Region and with North Pickering appears to be relatively close. This seems to be less so with its neighbouring municipalities to the south. There is evident recognition that land use policies and road proposals in Markham have implications for housing and transportation in Metro, and vice versa. However, although the Metroplan Review material is received, no comments on it have been offered by Markham so far.

b. The Regional Municipality of Durham

Regional Durham is a large administrative unit which combines the tier of lakefront towns and cities east of Metro with a rural hinterland extending as far north as the eastern shore of Lake Simcoe. The provincial strategy is to reinforce Whitby/Oshawa as an independent regional centre of major functions and primary status. In the process of reorganization, some 21 municipalities in Ontario and Durham Counties were reduced to 8. The present population is about 225,000.

All former Planning Areas were dissolved and Regional Durham is now the only Planning Area under The Planning Act. However, each of the local municipalities has been designated a planning district, as Regional Council is empowered to do under the Regional Durham Act. The Regional Planning and Development Committee consists of 9 members of Council, including the Regional Chairman.

The Department of Planning and Development has an establishment of 60, but 15 positions have not been filled. The budget in 1974 was \$750,000, of which about 90% is paid out of municipal taxes. The Department's functions include those of the former civic industrial commissioners. So far, Regional Durham has not sought the delegation of provincial approvals under The Planning Act.

Between local planning commitments and provincial planning initiatives, the preparation of the Regional Official Plan is an unusually complicated task. Seventeen local official plans were inherited from the past, 13 of them ministerially approved, some quite recently. Major developments are in progress wherever services are available. Incomplete provincial planning programs include North Pickering, the Parkway Belt and the OHAP sponsored study in the Courtice area of Newcastle. Nevertheless, it is intended that a first draft of a regional plan will be available for public discussion by the end of 1975.

The potential for conflicts with local official plans is recognized, particularly because, as noted earlier, the legislation requires that local bylaws as well as plans be brought into conformity with the regional plan. However, the greatest need for reconciliation is not expected to be in matters of land use, but rather in the rate and sequence of development.

There is some feeling that the loss of the old Metro Planning Area as a co-ordinating mechanism has been offset by the extensive inter-municipal and municipal/provincial liaison among staffs on a wide range of planning issues. At the same time, there is evident recognition that staff liaison is useful chiefly for specific projects and problems of mutual concern, and that facilities for co-ordination at the political level on policy matters are seriously limited.

Some broad land use relationships with Metro Toronto are acknowledged. Of special concern are the implications of employment decentralization within Metro for auto commuting from Durham. This in turn focusses attention on the transportation linkages which will be proposed on completion of the Metroplan Review. To date, however, Metroplan has not stimulated direct comment from Regional Durham.

i. The Town of Pickering

Pickering is a planning district within the Regional Durham Planning Area. Its Planning Committee is composed of seven members of Council. In the municipality's Planning Department, 11 of 13 positions are filled. The 1974 budget was \$220,000, about 11% of which was paid by special grants.

Pickering's growth experience has differed from the other municipalities in the Metro fringe. Between 1953 and 1963 the Township population doubled to about 22,000. Thereafter, the lack of services and limitations on new development imposed by the Ontario Municipal Board slowed the rate, so that by 1973 the population had only increased to 24,000. Now, Pickering presents an unusual combination of planning tasks, being divided into four relatively discrete areas - a lakeshore urban community, North Pickering New Town above the Parkway Belt, and beyond that, the federal airport. To the east is a rural area which is hinterland to Ajax.

The York-Durham Servicing Scheme will eliminate trunk servicing problems within a few years, and the Region's broader financial base may support growth at a more rapid rate. In anticipation, the recently adopted Pickering Official Plan (updating the original 1962 primary plan) provides in very generalized terms for an increase to about 115,000 persons (exclusive of North Pickering) during the next twenty-five years or so. This population target conforms to provincial policy as set out in the Toronto Centred Region Concept and its sequels. A program of preparing more detailed Secondary Plans to guide development is now underway.

There is an acute consciousness of conflicting forces acting on Pickering, the natural gravitational pull westerly toward Metro versus the deliberate regional and provincial policy of forging new links easterly toward Whitby/Oshawa. At the same time the municipality is attempting to establish its own subcentre to serve as a focus for social and business life in the Town.

Of equal concern are land use policies and servicing programs within Metro. Although it is recognized that Scarborough still has extensive tracts available for new development, there is the prospect that high costs and slow growth policies within Metro may accelerate residential growth in Pickering before a matching employment base can be attracted. Once again, concern has not yet translated itself into actions directed toward the Metroplan Review.

c. The Regional Municipality of Peel

Regional Peel, directly west of Metropolitan Toronto, has over the last several years provided the primary growth areas in the greater Toronto area. From 1961 to 1971 its population increased from about 120,000 to 265,000 and in 1974 the regional population was 335,000, representing a growth rate of about 25,000 persons per year in the last three years. It has been apparent for some time that as the available land fills up within Metro Toronto the municipalities immediately to the west are receiving the main pressures for urban development. Over the last few years the municipalities concerned - mainly Mississauga, Brampton and the former township of Chinguacousy - have accommodated as much growth as has Metro itself, and have accounted for perhaps 40% of the total growth in the greater Toronto area. These municipalities are now clearly performing the role which had previously been occupied by North York and Etobicoke, and together with Scarborough are now the major growth municipalities in the overall region.

The rapid growth of Mississauga and Brampton/Chinguacousy in recent years is a manifestation of the "normal" historical trend of urban development in the Toronto-Hamilton lakeshore corridor. Provincial policies are directed to altering this trend to some degree by encouraging the development of the municipalities east of Metro, but they acknowledge that for the near future at least Peel Region will continue to play a preeminent role in accommodating a substantial part of the total growth of the Toronto area. While the emerging provincial policies foresee a slowing down of the western growth trends and a distinct limitation of the urbanization of this area in the longer term, they also acknowledge that for the immediate future the urban municipalities in Peel will have to satisfy a major part of the Toronto area's housing needs. Thus the ongoing development in Peel is supported by very extensive provincial servicing schemes, by the continuing provision of major provincial transportation facilities, and by an intensive provincial effort to accelerate the production of new housing through the OHAP program.

When the Region was established in 1973 the ten existing municipalities were consolidated into three large units: Mississauga, Brampton and Caledon. In the process there was a merger of the older urban settlements of Port Credit and Streetsville with Mississauga, merger of the two growing municipalities of Brampton and Chinguacousy, and a consolidation of the smaller settlements in the northern part of the county. Effectively Peel now consists of two large, rapidly growing urban municipalities in the south and centre, and a largely rural municipality in the north. As in

some of the other regional municipalities, there is no natural core nor a strongly identifiable community of interest, but the ultimate pattern of two large cities with a northern rural hinterland is now firmly established.

The region is required to produce an official plan by the end of 1976. The planning staff, which was formed last year, now has 28 employees, and total planning expenditures in 1974 were about \$325,000. Proposed expenditures in 1975 will be more than double, \$765,000, of which about \$95,000 will be in the form of a provincial grant. The Planning Committee of Council has 13 members (including the Regional Chairman), of whom a majority represent Mississauga. There has been no decision to establish any kind of parallel citizens' advisory planning committee.

In the early stages of the Region's operation it is difficult to ascertain the extent of the regional role in planning the future development of the area. The preparation of the official plan at this time involves mainly background and transportation studies and establishing likely development constraints. A recent report which was circulated for public discussion outlined possible development alternatives, involving options which range from "no growth" (400,000 population) to "full development" up to the Niagara Escarpment (4 million population). The Council's consideration of this document is to be deferred until the local municipalities have completed their review of their own official plans, and it seems likely in consequence that the planned pattern for future urban development will strongly represent the individual local decisions, though obviously with some regard for their consequences on regional programs and services.

The Region has requested that the provincial subdivision approval powers be delegated to it, but there is some local concern, particularly in Mississauga, about the imposition of a regional level of supervision over local development. Similarly, though transportation studies are being initiated on a regional basis and work is being undertaken to establish a regional housing policy, it is still not clear to what extent they will involve distinctively regional considerations.

There is a strong element of provincial involvement in these questions. The provincial activities in Peel include the assignment of population allocations through the COLUC exercise, the establishment of major segments of the Parkway Belt and the high-tension 500 kV Hydro transmission line, the formulation of policies for the Niagara Escarpment in the northern section of the Region, and particularly the OHAP activities. Parts of the Region, particularly in the Bramalea area, have been heavily involved in the Province's moderate-income housing program in the past and there is little

doubt that the region will play an important role in determining the success of the Province's current housing efforts. As well, the current building program for Highway 403 and the proposed establishment of GO Transit service to Streetsville will have an important bearing on future development in the area.

There will be a measurable regional responsibility for co-ordinating the various provincial activities with the local planning and development programs, and the provision of regional services and transportation facilities will likewise entail a regional co-ordinating role. Beyond this co-ordinating responsibility however it seems less likely that Regional Peel will be in a position to make the basic determinations concerning the extent and kind of future urban development in the area.

It is therefore difficult to establish at this time how, and to what extent, the future development pattern in Peel will be co-ordinated with the major planning decisions which are currently emerging within Metro Toronto, particularly the key questions of decentralization - where, how much and what kind - and housing - the ability of Metro to play its appropriate role in meeting the future housing needs of the Toronto area.

1. The City of Mississauga

Mississauga has been growing at an annual rate of about 15 to 20,000 persons per year in recent years and has emerged as the fastest growing municipality in the Toronto area. Its population has tripled in the last dozen years, and with a current population of 225,000 persons Mississauga is now by far the largest of the fringe municipalities surrounding Metro. Its growth has been supported by an extensive provincially-financed servicing system (ultimately paid for through user charges) and a relatively good network of high capacity transportation facilities linking it to Metro Toronto. The locational advantages of the municipality have served to attract not only a great amount of new housing but also substantial industrial and commercial development. Despite the stated provincial intention to divert a greater share of the Toronto area growth to the east, there is likely to be continued growth in Mississauga for some time to come, and even the most restrictive estimates indicate an ultimate urban population of at least 3/4 million persons.

The municipality has had an active planning operation for the last 20 years. Following the 1973 municipal reorganization it easily was able to accommodate the planning needs of the former municipalities of Port Credit and Streetsville. The planning boards were dissolved, and an eight-member Planning Committee of Council established, augmented by 10 citizen members. At this time the citizen members have not been re-appointed for 1975.

The present planning staff of 26 persons is twice as large as it was in 1967, and the 1974 expenditures of \$575,000 were about four times as great as in 1967. The proposed expenditures for 1975 will be \$970,000, a further increase of about 2/3. Of the expenditures in 1974 about \$100,000 was paid from a provincial grant for transportation and planning studies, and for 1975 the estimated grants will be about \$200,000. This will include a federal grant of some \$85,000 for general planning purposes, a feature which makes Mississauga unique among Toronto area municipalities.

The major planning activity, and an important reason for the rapid rise in expenditures, is a review of the official plan. The plan now consists essentially of a series of comprehensive area plans which have been formulated over the years as development has proceeded, but provides relatively little in the way of overall municipal planning policy. The present review has been underway for about a year and is expected to be finished in 1976. The current stage of this exercise will present conclusions about the desirable development and transportation options which are available to the municipality. Following an extended program of public consultation a revised official plan will be prepared.

The municipality is confronted with the need to resolve a number of major development issues. These include the identification of the areas for major new development activity; formulating policies and programs for establishing a city centre and other significant centres; reconciling the economic divergence between the kinds of housing and the kinds of jobs currently being supplied; providing a suitable transportation system and adequate social and community services to support the prospective level of growth; and maintaining an adequate level of environmental conservation in accommodating this growth. This latter need is being met in part by the establishment of an Environmental Advisory Board with broad advisory responsibilities.

It is likely that any substantial decentralization of employment from central Toronto will depend to a significant extent on the ability of Mississauga to absorb this kind of development. There is the matching question of securing a broadly balanced housing stock in the municipality, with the related questions of financial impact and the effect on local neighbourhood concerns.

These issues are being dealt with in the current plan review, but will obviously extend beyond the municipality. Their resolution will clearly involve both Peel Region and the Province to a significant degree. It also seems likely that the establishment

of suitable development policies in Metropolitan Toronto will be closely linked to the establishment of suitable development policies in Mississauga. It is particularly in Mississauga that the need is most apparent for adequate machinery for co-ordinating planning and development policies across the Toronto region.

3. Findings

A number of observations flow from the preceding review.

- a. There is no common approach to plan-making at either the metropolitan/regional level or the local level, and there is little consistency in the form and style of municipal plans, but such consistency is not necessary or important. What matters is the quality and scope of the policy content and whether the proper balance has been struck between firmness of principles and flexibility in application. Where policies are lacking, out-dated, or inappropriate in the municipal plan, the development control process becomes the policy forum instead of the implementing mechanism. The progress of development applications and public projects is then slowed or halted.
- b. There is no genuine acceptance of the primacy of metropolitan/regional land use objectives at the local level. Because many implementing powers remain vested locally, Metro and the regional municipalities may be seriously limited in their capacities to achieve their objectives in housing, transportation and overall planning.
- c. In any case, existing land use patterns and commitments at the local level do not permit a metropolitan approach to land use planning which would entail significant changes, at least in residential areas. On the other hand, there is an evident awareness of the need for a metropolitan policy toward the decentralization of jobs, and there may be a more tractable stance toward change in employment areas in pursuit of decentralization policies.
- d. In most cases, both at the metropolitan/regional and local levels, municipal planning activity tends to be inward-looking. Inter-municipal liaison tends to be active where specific problems or proposals arise, but broad policy questions and plan-making exercises seldom attract major interest from adjacent municipalities. The expectation seems to be that co-ordination in planning will be achieved by the next level above (i.e. either at the regional level by the local municipalities or at the provincial level by the regional municipalities). The City of Toronto is now something of an exception to this general rule.

- e. Where it occurs, planning co-ordination seems to be almost wholly dependent on staff initiatives, and political involvement in co-ordination is rather limited.
- f. To date, only a few extensive programs have been initiated to secure broad public participation in land use planning above the level of local issues, and it is too soon to judge their effectiveness.
- g. In the new regional municipalities, it seems likely that local initiatives rather than regional interests will determine much of the land use policy, as was the case generally in Metro Toronto.
- h. Development control activities at the metropolitan/regional levels tend to duplicate rather than supplement what is essentially a local function. The delegation of provincial approval powers to the metropolitan/regional municipalities may not alleviate this problem.

IV. PLANNING ACTIVITIES OF PROVINCIAL AND OTHER BODIES

Municipal planning is supervised by a number of provincial agencies, and is carried out in concert with the planning activities of provincial and federal ministries and other bodies. The following is a description of the planning and planning administrative functions of the senior level agencies which are principally involved.

The implications of their activities for municipal planning are summarized at the conclusion.

1. Ministry of Housing

When the Ministry of Housing was established in 1973 it assumed most of the powers and responsibilities outlined in The Planning Act which had previously rested with the Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA). The creation of the Ministry two years ago, in the face of a substantial housing crisis, has been seen as a clear attempt to secure closer integration between the planning process and the production of housing in the furtherance of provincial housing goals.

The housing problems that led to the Ministry's formation have by and large been felt most severely in the greater Toronto area, and it is here that the need for closer integration between housing production and planning was most clearly perceived. Consequently the Ministry has directed a considerable degree of attention, in both its housing and planning activities, to Metropolitan Toronto and the surrounding areas.

The Ministry's planning responsibilities are essentially to supervise municipal planning activities under The Planning Act, mainly through the approval of official plans and subdivision plans. The submission of comments to the O.M.B. on local zoning bylaws, and the monitoring of Committee of Adjustment and Land Division Committee decisions, likewise afford the Ministry a substantial opportunity for direct intervention in the municipal planning process.

The Ministry's activities in the Metro area have been most significant with respect to three main concerns: the integration of the Ministry's planning control procedures with the regional planning activity of the Treasury Ministry; the integration of the Ministry's planning controls with its housing and related programs; and the delegation of the Ministry's development control powers to Metropolitan Toronto and the regional municipalities. Of some importance, though of less fundamental significance to the planning process as a whole, have been the operation of the Ministry's Community Renewal Program and the ongoing planning program for the North Pickering Community.

With respect to TEIGA's regional planning program, the main Ministry of Housing concerns have been in the COLUC exercise and in the determination of the Parkway Belt. Both have involved substantial housing questions, and the COLUC report notes that the main issue is, to some extent, to reconcile the Province's housing goals with its overall strategic planning objectives. At this time it is not possible to establish the final outcome of COLUC as a vehicle for government policy in the planning and control of development in the Toronto area. The ability of the Ministry to integrate its specific planning policies successfully with the government's regional planning program is still uncertain.

This uncertainty extends to some degree to the Ministry's own programs. While the reorganization of the community planning operation, following the establishment of the Ministry, has led to a measurable streamlining of provincial development control procedures, a distinction between its general planning interests and specific housing interests is still evident, at least in some of the municipalities in which OHAP programs are located. This has not to date been a significant problem within Metro Toronto, mainly because the potential OHAP activity is limited here, but may well be of some consequence in the regional municipalities. To the extent that there may be differing Ministry responses from OHAP and from the Plans Administration Division, the municipal planning process is likely to be somewhat constrained in these areas.

Finally, the prospective delegation of ministerial powers also presents an uncertain picture at this time. Metro and the regional municipalities have taken over the responsibility for monitoring Committee of Adjustment and Land Division Committee activities, and so far the degree of intervention in the process appears to be quite uneven. Similarly, while Metro has been responsible for commenting to the O.M.B. on zoning bylaws since 1966 and has carried this out with reasonable effectiveness, the delegation of this responsibility to the three surrounding regions has only recently taken place, and it is not possible to judge its effectiveness. There appears to have been some measurable slowing down of the process, but this may well reflect normal start-up problems rather than difficult regional-local issues respecting zoning.

Subdivision approval powers have not yet been delegated to any of the municipalities in the area, and only Peel and York have thus far requested this. The prospective delegation to Metro and the regions of the power to approve local official plans is some time away, as it will probably have to await the adoption of the respective regional and metropolitan official plans before it can be effected. It is in these two areas that the central issue of distinguishing between regional and local concerns will be most

clearly apparent, and as already noted there is concern in at least some of the local municipalities as to the appropriateness of granting the regions this kind of planning control.

The North Pickering Community program, while it may be expected to have a substantial impact on the overall regional development pattern, is not of itself a significant influence on the local planning process. The program is to be vested in a newly created development corporation, which will in effect operate in the role of a large developer, albeit with public goals in mind. In this respect North Pickering is not likely to differ significantly from the government's other large land development activities, such as the H.O.M.E. program, insofar as it may fundamentally affect the local planning process.

One significant area of Ministry intervention in the process is the availability of substantial funding programs for planning assistance. Two kinds of grant programs are currently available in the Toronto area - Housing Policy Study grants from the Policy and Program Development Secretariat of the Ministry, and Housing Incentive Study grants from OHAP. While both programs are directed to housing-related activities, they are serving to support some municipal planning programs in a substantial way. To date, about \$50,000 has been allocated for housing policy statements in the area (all of it in Metro) and about \$800,000 for housing incentive studies, almost all of it in the surrounding regions. Of this latter amount, more than \$700,000 is being used for planning studies and other activities which are directly related to municipal planning.

In summary, it may be seen that the relationship of the Ministry's activities to municipal planning in the Metro area presents a mixed picture. The central function, the supervision of municipal development control activities under The Planning Act, is the traditional administrative role which has been carried out since 1946 under a variety of organizational titles and is currently the responsibility of the Plans Administration Division. This is a responsibility which is likely over time to pass into the hands of the metropolitan and regional municipalities, though probably not fully until there has been adequate clarification of regional-local relationships in the field of planning.

This role has traditionally been directed toward the achievement of "good planning" on the municipal level, but is now increasingly directed toward the achievement of provincial housing objectives. Where these goals diverge the Ministry's activities are sometimes less than certain, and are clearly affecting the conduct of municipal planning. The Ministry is still not concerned to any appreciable extent with the process of plan-making, as distinct from plan-administration, but its housing responsibilities appear to be leading it inevitably to substantial support of planning at the municipal level.

2. The Ontario Municipal Board

The Ontario Municipal Board is an administrative tribunal which reviews and decides on a number of financial, planning, and jurisdictional matters at the municipal level. The members are appointed by the Lieutenant Governor-in-Council and the Board is responsible to the Attorney-General but in practice the Board enjoys almost complete autonomy.

Municipal planning matters requiring the Board's approval include all zoning bylaws, redevelopment plans, committee of adjustment appeals and, upon referral by the Minister, official plans and amendments, and plans of subdivision. The Board holds hearings, makes findings of fact and applies policy. However, in the absence of policy directives from the provincial government, the Board has had to develop its own policies over the years. Perhaps the most significant impact of OMB policy on the metropolitan area was its restriction on high rise apartments where opposed by local interests. The Board's hearings are conducted through the adversary process, and its decisions can be appealed to the Ontario Court of Appeal (on questions of law or jurisdiction) or to the Cabinet. The Cabinet may uphold the decision, alter the decision, or direct a new hearing.

It is only when objections are lodged that hearings are held, and such cases are the minority of planning matters requiring the Board's approval. Nevertheless, the Board's appointment calendar is fully booked well in advance. The matters heard range from the micro planning issues which characterize committee of adjustment appeals to major development applications and public projects such as Metro Centre, the Spadina Expressway, and the City's 45-foot height bylaw.

Increasingly, in the larger issues, the Board's decisions are being appealed to the Cabinet. It would appear that policy determinations of administrative origin are now less and less acceptable and political policy decisions are being sought in matters of major public concern.

3. The Ministry of Treasury, Economics and Intergovernmental Affairs

The Urban and Regional Planning Division of the Ministry of Treasury, Economics and Intergovernmental Affairs is the principal strategic planning agency of the Province. Its recent major planning activities in the Toronto area have been the production of the COLUC Report of December 1974, and the work of the Parkway Belt Task Force.

The COLUC Report can be traced back to the Metropolitan Toronto and Region Transportation Study (MTARTS) which produced in 1967 "Choices for a Growing Region", offering five alternative patterns for long range growth in the Hamilton-Lake Simcoe-Bowmanville triangle. One plan was a continuation of existing trends, the other four were based on a set of twelve regional goals for land use distribution, economic structure, accessibility, cost and flexibility.

In 1970, the government adopted as policy "Design for Development: The Toronto Centred Region" (TCR). This was a concept for long range growth closely akin to the MTARTS Goals Plan II, which featured two tiers of urban places along the lakeshore, separated by a major east-west Parkway Belt, and in places divided by the so-called north-south "mini-belts". The development strategy emphasized growth east of Toronto and a slowing down in the west.

In the succeeding years, an intergovernmental task force undertook to translate the TCR concept into workable proposals and programs. The result was the COLUC Task Force Report which was released for public discussion in December 1974. Its recommendations include a hierarchy of urban centres, population and employment targets for each by stages, proposals for transportation linkages and trunk services also by stages. Policies are proposed with respect to agriculture, natural resources and recreation in the greater region. The COLUC Report suggests a division of planning responsibilities between the province and the regional municipalities, assigning to the former the definition of the maximum limits of urban "growth", the establishment of population and employment quotas in long term phases, the identification of general roles and service functions of urban places, the location of major transportation corridors and terminals, and the setting of general targets for the housing mix on a regional basis. The regional municipalities are expected to establish more detailed land use patterns and shorter term population targets within the larger framework.

The COLUC Report identified a number of major government policy decisions which must be made if the basic TCR concept is to be carried through. Without those decisions, COLUC inevitably falls somewhat short as a reliable framework for provincial and municipal

planning in the Metropolitan Region. Also required are clearly defined means to resolve conflicts with existing objectives and commitments of provincial agencies and the municipalities. The Report itself identifies the Ontario Housing Action Program as a case in point. It must also be ascertained whether provincial programs and municipal incentives can be devised which will be genuinely effective in implementing the overall strategy of decentralizing and re-directing growth.

The future of the COLUC Report is not clear. It may be adopted in whole or in part as government policy, as TCR was adopted, but it seems unlikely that it will form the basis for a draft plan under The Planning and Development Act. It is also possible that the report will remain a technical document without formal status, but used more or less to co-ordinate the plans and programs of provincial ministries, and, assuming conflicts can be resolved with respect to housing priority areas, as a planning guide by the regional municipalities.

The COLUC task force was a notable example of participation in planning between provincial ministries and the regional municipalities at the staff level. However, the Report is not indicative of any technical agreement, nor of any political consensus between political jurisdictions. Neither is it in any sense the product of a planning process which included broad public participation.

In the TCR concept, the Parkway Belt was designated as a continuous open space system of varying width intended to function as a separator of urban places, and to serve as a corridor for future utilities and transportation routes. To implement that concept, The Parkway Belt Act was passed in 1973, at which time a more detailed statement of intent was published. By subsequent order of the Treasurer, a Parkway Belt Planning Area was defined, but only extending from Hamilton to Markham.

The COLUC task force was intergovernmental, and the Niagara Escarpment plan is being prepared by a Commission which is representative of interested groups, established for that specific purpose. To plan the Parkway Belt West, it was decided to try a task force made up essentially of TEIGA staff, working with the provincial ministries and agencies concerned. Liaison with the regional municipalities is maintained through a Municipal Advisory Committee which includes the chairmen and planning commissioners of all of the regional municipalities traversed by the Belt. The general public is intended to be represented in the process by the Interested Groups and Residents Advisory Committees (IGRAC) appointed in each of the regional municipalities.

In fact, the committees, as they are conducted in closed session, have not made for an open planning process. No doubt in consequence, an interim draft plan for the Parkway Belt is soon to be published to afford affected persons and the public generally an opportunity for comment before the final draft plan is fixed and the process of formal hearings is initiated.

It is understood that the hearing officers will be members of the Ontario Municipal Board, who will, at the conclusion of each hearing, report findings to the Treasurer for his decision.

4. Other Bodies

Many other public agencies undertake projects which affect metropolitan and local planning, and many are routinely consulted as a part of the development control processes. At the provincial level the Ministry of Transportation and Communications (highways, GO Transit), the Ministry of the Environment (major servicing schemes), Ontario Hydro (500 KV line) have been the most prominent. The Metropolitan Toronto and Region Conservation Authority builds flood control works, develops parks and safeguards the river valley lands, and is responsible for the evolution and implementation of the Waterfront Plan outside the jurisdiction of the Toronto Harbour Commission.

At the federal level, the Ministry of Transport is involved through airports, railways and related issues. Central Mortgage and Housing Corporation administers land assembly urban renewal and Neighbourhood Improvement Program funds under The National Housing Act. The Ministry of State for Urban Affairs (MSUA) has functioned primarily as a research agency so far, and the Harbourfront program is perhaps its most visible role in the co-ordination of major federal project with municipal plans in Metro. Recently, Mississauga received a major grant in support of its official plan review as part of a MSUA research project.

Well established avenues for co-ordination of plans and exchanges of information exist between the municipalities and these agencies, in most cases. The urban renewal programs have demonstrated that effective working relationships can usually be established for tri-level programs as well. In the normal course, problems are ironed out through consultation at the staff level, so that political level intervention is the exception rather than the rule.

5. Findings

The main implications of current provincial and other planning activities may be summarized as follows:

- a. In COLUC and the Parkway Belt, the Province is engaged in major planning exercises intended, among other things, to provide a framework for the Metro and regional municipal plans. While some directions are clear, many important policy questions remain unresolved and a number of incipient conflicts should be settled. In the meantime, the metro/regional plan-making programs are proceeding apace, against provincially imposed deadlines, with serious risk in some cases that the guidance and co-ordination intended in the provincial plans will not be available in time.
- b. If ministerial approval powers under The Planning Act are delegated to Metro or to the regional municipalities, the Province will have to rely more heavily on them for assistance in implementing provincial policies in such fields as housing and employment distribution and development staging. To the extent that genuine metropolitan and regional approaches are constrained by local desires and commitments, provincial objectives may be equally constrained.
- c. The procedures governing provincial planning set out in The Ontario Planning and Development Act and The Parkway Belt Act appear to be cumbersome and time consuming. Despite the multiplicity of steps required, it is evident from the Parkway Belt experience that broad public consultation will only take place after a policy has been set. These deficiencies may preclude widespread use of The Planning and Development Act to formalize provincial plans, especially in such complicated and diverse exercises as a COLUC plan. This may result in an informal provincial framework for formal municipal plans, not unlike the situation which has prevailed to date.
- d. With the transfer of the planning administration function from the Treasury Minister to the Ministry of Housing, the Province's activities have been directed increasingly to the achievement of provincial housing objectives. To the extent that these diverge from traditional planning objectives the conduct of municipal planning programs is affected, particularly in those municipalities which contain designated Housing Action Areas. At the same time the Ministry's housing goals are leading it to substantial financial support of municipal planning programs, particularly in the fringe municipalities surrounding Metro.

V. PAST CHANGES AND EMERGING TRENDS: THE NEED FOR CO-ORDINATION

The past decade has witnessed fundamental changes which exert a profound influence on what municipal planning is about and how it is carried on in the metropolitan area.

First and foremost is the basic change in public attitudes toward growth generally, the shift from physical to social and environmental concerns, the emphasis on qualitative rather than quantitative measurements of the adequacy of public policies and programs. This changing mood has naturally engendered concern for the content of plans, the ways in which plans are made, and how the general public relates to the process. Indeed, the very consciousness of change has raised questions in some quarters as to the validity, as public policy statements, of static plans as opposed to an on-going process.

In the content of plans, there is an evident shift from the purely physical and to some extent economic considerations which were the sum total of earlier plans, toward social programs and policies directed toward environmental protection. The new emphasis is on housing, transit and policies regarding the delivery of social services. Within Metro, the problems of providing hard services have largely been solved.

The increased citizen participation in municipal planning which has emerged as a consequence of the changing public mood has, generally speaking, has manifested itself in support for local as opposed to metropolitan or regional interests, at least so far. In such circumstances, the metropolitan view point is inevitably diminished in political strength. As the need to determine the division between metropolitan and local responsibilities and authority in land use increases, the metropolitan position in fact, may be weakening. Ultimately, it might not matter whether Metro achieves the legal means to enforce conformity in local plans and bylaws, since political support, which is, presently locally based, may not be sustainable against local objections.

The initial wave of development, for the most part, has passed through the suburbs, leading to major increases in municipal planning activities, staffs and budgets in the fringe municipalities and their respective regions. This has not resulted in a decline in planning activities within the large Metro boroughs where the development control activity has shifted from extensive to intensive review. Neither has the sharp decrease in private redevelopment in the inner boroughs and the City been matched by a decrease in planning activity there. In the City, at least, the reshaping of the 1969 plan to

include substantially new planning policies, and the heavy involvement in neighbourhood planning programs, have stimulated a significant increase in planning staff and budgets. Similarly at the Metro level the Metroplan Review in its several components and the extensive public participation program require a high level of planning activity.

The creation of the adjacent regional municipalities has reduced Metropolitan Toronto's planning jurisdiction, and has added new participants to the process of lateral co-ordination in municipal planning. The implications cannot be determined yet, but it is evident that Mississauga, Vaughan, Markham and Pickering have close servicing and transportation links and historic planning ties with Metro. Will co-ordination be assisted by the introduction of Peel, York, and Durham, all of which also represent rural and urban interests much more remote from Metro-related problems?

The provincial attitude has also undergone a significant change in the past decade. The Province is now ready to withdraw substantially from its traditional supervisory role of municipal planning as conducted under The Planning Act, as soon as circumstances permit. The Province has also embarked on a program to establish provincial planning objectives for the greater region, and a framework for regionally based municipal planning activities which reflects those provincial objectives. Thus the need for a new kind of vertical co-ordination has entered the metropolitan planning scene.

Co-ordination exists on several levels. Within the individual municipalities, for example, planning and development activities are now substantially in concert, and some of the earlier examples of visible divergence between planning and development programs, such as were found in the City of Toronto, have by and large been eliminated (as is evident in the neighbourhood improvement programs). Similarly at the metropolitan level, and within the different regions as well, the various activities concerning the formulation of planning policies and the implementation of development programs are reasonably well integrated. It seems likely that the function of the chief administrative officers, with particular responsibility for central research and policy formulation, will play an important role in ensuring a satisfactory level of internal co-ordination with respect to municipal planning programs.

Co-ordination is also being achieved relatively well in many functional areas, such as transportation. Transportation planning and transportation development in Metro are carried out through the medium of "technical committees" with policy authority clearly placed at the council level.

The earlier uncertainties as to the respective responsibilities of the Metropolitan Planning Board and the Toronto Transit Commission in this area were pretty much resolved over the past several years, and transportation planning is now reasonably well co-ordinated both with overall planning and with transportation development.

The use of the "technical committee" type of approach has also worked fairly well in other areas, such as public works and parks and conservation, where the authority for policy determination has rested clearly with Council, but has obviously worked less well in the field of housing, where the authority for policy, planning and programs has been, to put it charitably, confused. All in all however, it can be said with some assurance that over its 20 year history Metro has managed to secure a reasonably satisfactory co-ordination between its planning policy and its various functional programs. There is little reason to assume that this will not also be the case in the surrounding regions as their administrative and planning machinery evolves.

It is in the area of broad regional co-ordination that the picture is less secure. Here again, with respect to some of the specific functional activities, the situation is reasonably sound. The creation of the Toronto Area Transportation Operating Authority (TATOA), for example, should secure suitable co-ordination of regional transportation operations (though there is still some question whether this will extend into Durham Region), and corresponding inter-regional transportation planning mechanisms are also emerging. The activities of the Metropolitan Toronto and Region Conservation Authority are a good example of the success in developing co-ordinating machinery for specific activities across a broad regional spectrum, though here again there are some emerging questions concerning the application of these programs in Durham. In the housing area, it is almost a truism that it will be the Housing Ministry's prime task to secure co-ordination of housing planning and housing development policies at a broad regional level, through it still cannot be established how this is to be achieved.

The co-ordination of general planning and development policies across the broad region is still far from assured. This question should be seen in its historical context. When Metro was established in 1953 it was explicitly acknowledged that co-ordination of services and development policies across the urban area required the assignment to Metro of planning control over the surrounding fringe. At the Royal Commission hearings in 1964 this essential characteristic of the metropolitan planning system was explicitly supported by the developing fringe municipalities to the north and west of Metro, and the Goldenberg Report of 1965 reaffirmed the continuation of Metro's extra-territorial planning jurisdiction. However the use of extra-territorial planning control as the basic mechanism for achieving

co-ordinated planning and development policies was abandoned when the new regional municipalities were created. There is as yet no evidence that adequate mechanisms have been established in its place.

Different kinds of arrangements are available. The COLUC exercise can be viewed as one instrument for securing broad regional co-ordination. Presumably as it evolves into its final form it can serve to reconcile divergent provincial government interests and programs and can also help to secure conformity of municipal plans with provincial policies. But in the experience to date, here and elsewhere, there is little evidence that a "plan" as such, no matter how comprehensive, can provide the mechanism for ensuring that a multiplicity of municipal planning and development programs do in fact mesh in the pursuit of a common goal.

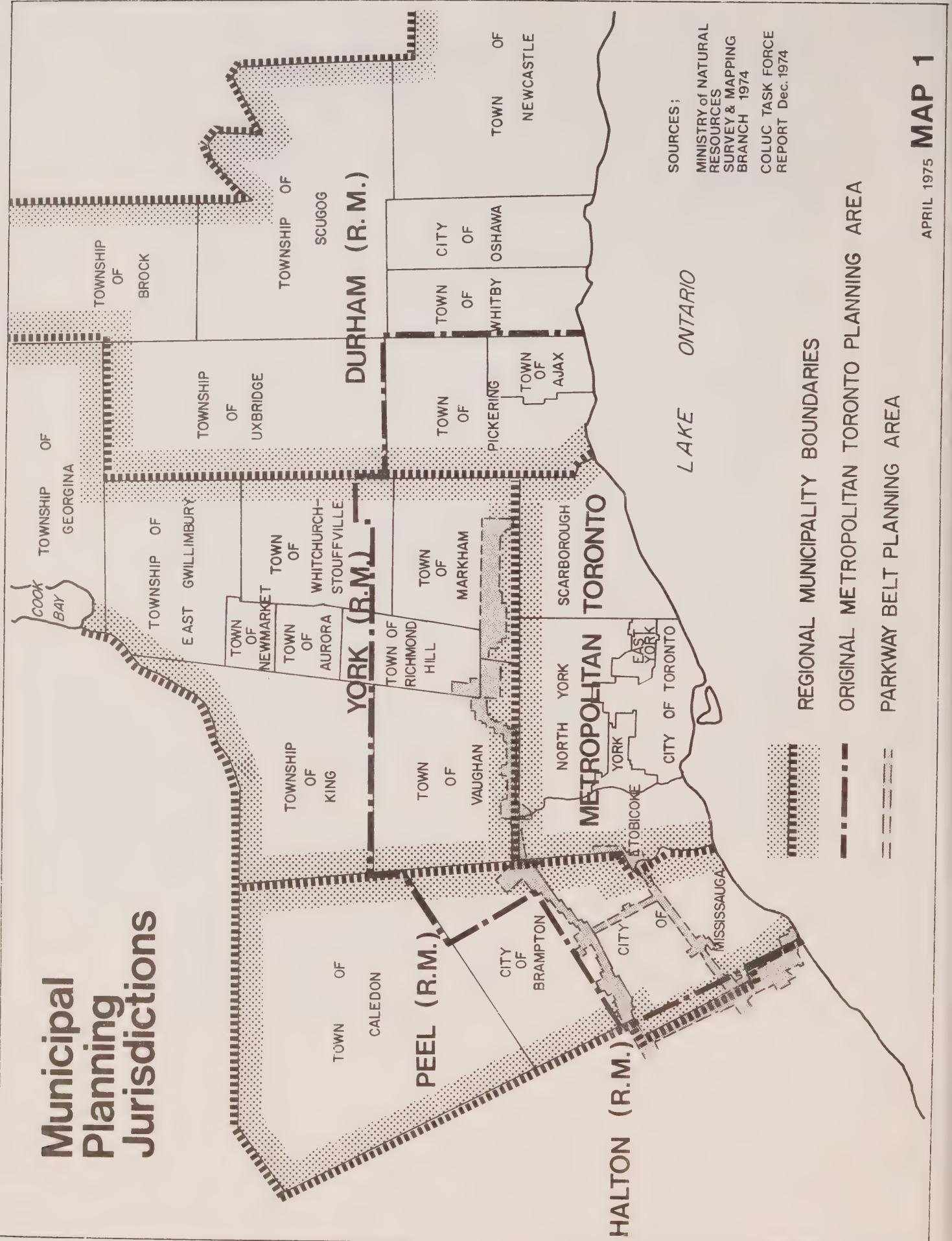
More directly engaged in inter-regional implementation is the Toronto Centred Co-ordinating Committee (TCCC), a standing group comprising the Provincial Treasurer and the Chairmen of Metropolitan Toronto and the three surrounding regional governments. This committee is an outgrowth of the Toronto-York Liaison Committee, which was established, after the formation of Regional York, to deal with joint Metro-York problems. In the initial Metro-York period the committee was concerned mainly with working out arrangements for extending Metro sewers and water facilities into the northern areas. The enlarged group has been equally concerned with specific problems requiring inter-regional attention, such as, for example, the Central York (now York-Durham) servicing scheme, the taxi question at Malton Airport, the administrative arrangements for the Parkway Belt, etc. Meetings are generally held when specific issues require them and the technical support arrangements are informal.

This particular structure may provide a good forum for eliciting problems which extend across the Metro-regional boundaries and developing solutions to them, but it does not appear to constitute an adequate mechanism for ensuring that the planning policies and development programs of Metro and the three regions represent a co-ordinated whole. It is of course in the area of housing and employment distribution, and the supporting network of recreation, transportation and social services, that this kind of machinery would be put to its severest test.

Finally, co-ordination across the regional boundaries is achieved, as it always has been, at the operating staff level, through day-to-day consideration of problems which affect mutual interests and require joint solution. This traditional arrangement has worked reasonably well within Metro and also across the Metro-fringe boundaries of the former Metropolitan Planning Area, and there is

no evidence that it will not continue to work reasonably well at the day-to-day Metro-regional level. There are examples, in some other countries, of the formalization of such arrangements in the form of "standing committees" with explicit planning responsibilities, but firm planning co-ordination requires as well a mechanism for co-ordination at the political level. It is in this respect that the replacement for the former Metro Planning Area machinery is still to be found.

Municipal Planning Jurisdictions

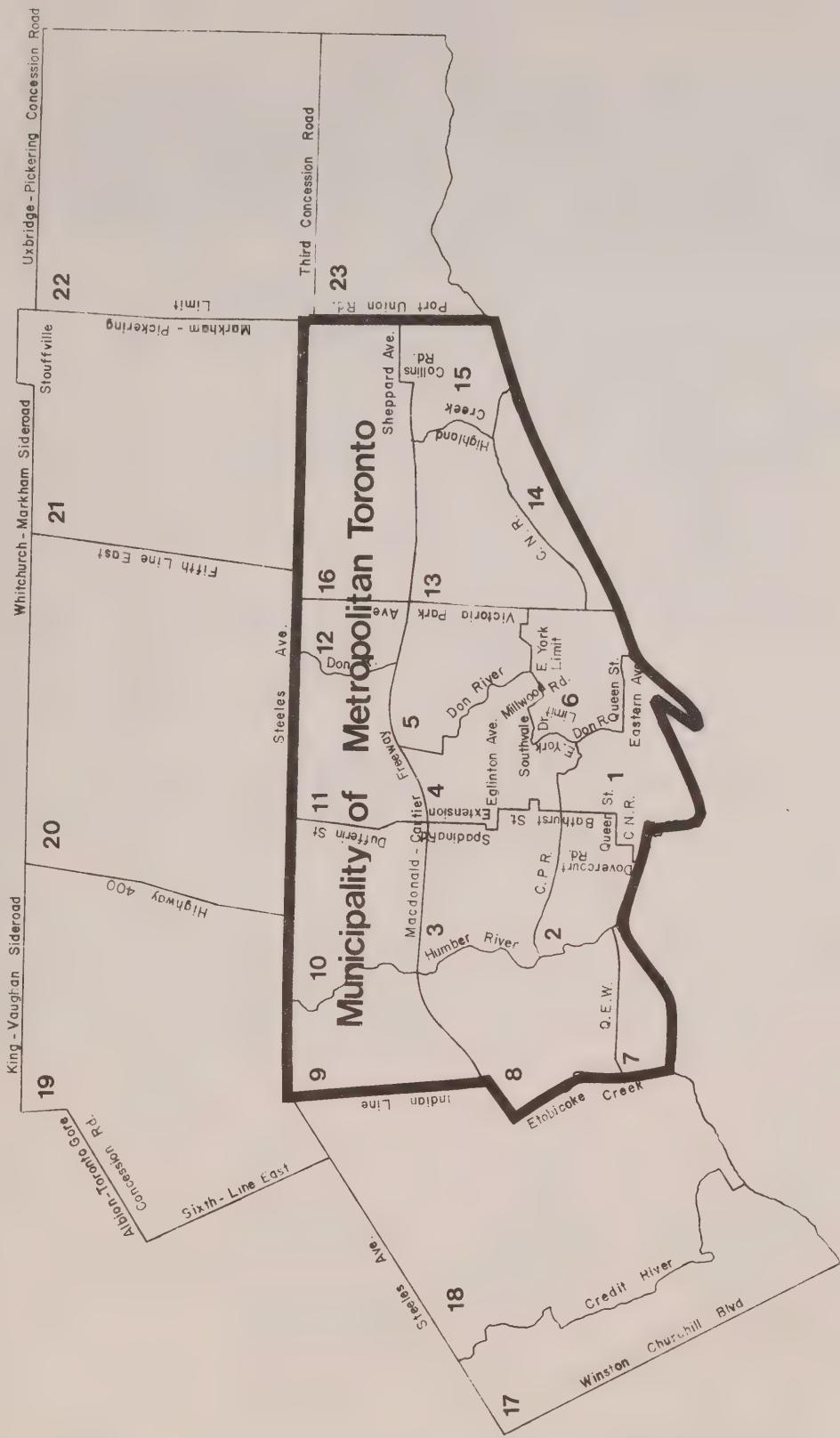


Metropolitan Planning Districts 1971

SOURCE : PRELIMINARY IMPRESSIONS of the URBAN STRUCTURE, TO 1971 by RESEARCH & TRANSPORTATION DIVISIONS of the METROPOLITAN TORONTO PLANNING BOARD

MAP 2

APRIL 1975



APPENDIX A

In order to obtain a quantifiable measure of planning activity in Metro Toronto and the surrounding area, a questionnaire was circulated to the Planning Departments (or Boards) of Metropolitan Toronto, the City, and the five Boroughs; the Regions of Peel, Durham and York, and those municipalities immediately adjacent to the Metro boundaries. A summary of these questionnaires is given in the following four tables.

TABLE IPLANNING EXPENDITURES 1967 AND 1974METROPOLITAN TORONTO AND ADJACENT MUNICIPALITIES

POPULATION	1967			TOTAL	PLANNING EXPENDITURE PER CAPITA
	STAFF	CONSULTANTS	OTHER		
Metro Toronto	1,847,359	350.0	47.0	185.0	\$0.31
City of Toronto	667,571	616.6	12.0	91.4	\$1.08
East York	96,569	46.6	-	11.1	\$0.60
Etobicoke	263,743	139.5	48.0	35.8	\$0.84
North York	405,153	237.3	5.0	115.5	\$0.88
Scarborough	273,992	161.1	4.0	59.9	\$0.82
York	140,331	53.1	29.5	26.7	\$0.78
 Total Metro and Constituent Municipalities	1,847,359	1,604.2	145.5	525.4	\$1.23
 Durham Region	 29,787	 -	 -	 Not Applicable	 -
Pickering Town				Not Available	
Peel Region				Not Applicable	
Mississauga City	121,752	110.5	3.2	20.2	133.9
York Region				Not Applicable	
Markham Town	28,346	22.1	1.5	2.8	26.3
Vaughan Town	20,423	31.1	-	10.6	41.7
 Total Fringe Area Municipalities	200,308	163.7	4.7	33.6	201.9
				n/a	

	POPULATION	STAFF	PLANNING EXPENDITURES			TOTAL	PLANNING EXPENDITURE PER CAPITA
			CONSULTANTS	OTHER	TOTAL		
Metro Toronto	2,124,095		1,047.0	475.0	645.0	2,167.0	\$1.02
City of Toronto	682,252		2,056.5	308.0	387.1	2,751.6	\$4.03
East York	106,110		118.1	-	14.2	132.3	\$1.25
Etobicoke	288,118		434.2	-	77.7	511.9	\$1.77
North York	543,662		484.9	40.0	179.0	703.9	\$1.29
Scarborough	363,552		470.7	29.2	237.6	737.5	\$2.02
York	140,401		146.9	-	78.4	225.3	\$1.60
 Total Metro and Constituent Municipalities	2,124,095		4,758.3	852.2	1,619.0	7,229.5	\$3.40
 Durham Region	226,775		500.0	30.0	220.0	750.0	\$3.31
Pickering Town	23,795		110.0	-	111.5	221.5	\$9.31
Peel Region	330,632		246.5	-	76.8	323.3	\$0.98
Mississauga City	222,437		331.0	175.0	69.8	575.8	\$2.59
York Region	189,797		441.2	83.8	-	525.0	\$2.77
Markham Town	51,056		143.0	66.5	30.7	240.2	\$4.70
Vaughan Town	16,798		126.3	77.4	20.8	224.5	\$13.36
 Total Fringe Area Municipalities	314,086		—	—	Not Applicable	—	—

TABLE II

TOTAL PLANNING DEPARTMENT STAFF
1967 + 1974
METROPOLITAN TORONTO AND ADJACENT MUNICIPALITIES

	<u>1967</u> <u>Planning Staff</u>	<u>1974</u> <u>Total Planning Staff</u>
Metro Toronto	44	74
City of Toronto	58	144
East York	7	7
Etobicoke	20	39
North York	37	36
Scarborough	22	40
York	10	13
 Total Metropolitan Toronto Municipalities	 198	 353
 Durham Region	 (1)	 60
Town of Pickering	1	13
Peel Region	(1)	28
City of Mississauga	13	26
York Region	(1)	29
Town of Markham	4 ⁽²⁾	12
Town of Vaughan	6 ⁽²⁾	8
 Total Adjacent Municipalities	 24	 176
 TOTAL METRO + ADJACENT MUNICIPALITIES	 <u><u>222</u></u>	 <u><u>529</u></u>

(1) Not in existence

(2) Information for former Township

TABLE III

PLANNING BOARDS - 1967 + 1974 METROPOLITAN TORONTO + ADJACENT MUNICIPALITIES

(A) METROPOLITAN TORONTO

	Citizens	1967		1974		Other	Council Members	Citizens	Other	Total	Total
		Citizens	Other	Citizens	Other						
Metro Toronto	7	6	15 (1)	28	7	6	9 (2)			22	(changed to a Committee of Council)
City of Toronto	10	4	-	14	13	2	2 (3)			17	
East York	6	3	-	9	5	3	1 (3)			9	
Etobicoke	5	4	1 (3)	10	5	4	1 (3)			10	
North York	6	5	-	11	5	4	2 (3)			11	
Scarborough	5	4	-	9	5	4	-			9	
York	5	4	-	9	3	5	1 (3)			9	

(1) Metro 1967 consists of: 3 School Board, 6 Area Planning Board, 6 Fringe District

(2) Metro 1974 consists of: 3 School Board, 6 Area Planning Board

(3) Non voting School Board representative

(B) ADJACENT MUNICIPALITIES

Councillors	Members	Other	Total	
			1967	1974
Durham Region	—	Not applicable	9	8 (1) (2)
Town of Pickering	—	Not applicable	7	7 (1)
York Region	—	Not applicable	17	16 (1) (2)
Town of Markham	4	3	7	9 (1)
Town of Vaughan	—	—	—	7 (1)
Peel Region	—	Not applicable	13	12 (1) (2)
City of Mississauga	5	5	10	8 (1)
			18	

Councillors	Members	Other	Total	
			1967	1974
—	—	—	9	8 (1) (2)
—	—	—	7	7 (1)
—	—	—	17	16 (1) (2)
—	—	—	9	9 (1)
—	—	—	7	7 (1)
—	—	—	13	12 (1) (2)
—	—	—	10	8 (1)
			18	

(1) Council Committee
 (2) Plus Regional Chairman ex officio

TABLE IV

THE STATUS OF PLANNING INSTRUMENTS

(A) <u>METRO TORONTO</u>	Official Plan	Secondary/District Plans		Comprehensive Zoning By-Law		Latest Comprehensive Zoning By-Law Review	Latest Complete Zoning By-Law Review
		No. of Plans	% Urban Area Covered	No. of Plans	% Urban Area Covered		
Metro Toronto	Never approved			25	2%	1952	ongoing
City of Toronto	In process			1	95%	1962	1968
East York)	-			100%	100%	1966	1969
Leaside)	1962			-	-	1948	1974
Etobicoke	1966			100%	100%	1958	
North York	1948	1968-1974	100%	-	-	1952	-
Scarborough	1957	District Plans	85%	4	100%	1960 - 70	1974
York	1963	Plans	100%	-	-	1958	1974

- * 100% covered by Community By-laws

THE STATUS OF PLANNING INSTRUMENTS

(B) ADJACENT MUNICIPALITIES

Official Plan

Original Plan
Review
Comprehensive
Latest

In process
1962

Durham Region
Pickering
In process
1964

York Region
Town of Markham
In process
1961
Town of Vaughan

Peel Region
City of Mississauga
In process
1953

Secondary/District
Plans

% Urban
Area
Covered
No. of Plans
In process

In process
1975

In process
1964
1973

In process
1953

Comprehensive
Zoning By-Law
Plans

Zoning By-Law
Review
Latest
Comprehensive
Zoning By-Law

Not applicable
-
3
1960
1965

Not applicable
-
3
85%
50%
3
1960

Not applicable
-
3
60%
3
1953

Housing
Standards
By-Law

Review
Latest
Comprehensive
Zoning By-Law

Comprehensive
Zoning By-Law
Review
Latest
Comprehensive
Zoning By-Law

Consolidated 1974
1965

Background Studies Prepared for
THE ROYAL COMMISSION
ON METROPOLITAN TORONTO

- The Organization of Local Government in Metropolitan Toronto
- A Financial Profile of Metropolitan Toronto and its Constituent Municipalities, 1967 - 1973
- The Planning Process in Metropolitan Toronto
- The Electoral System for Metropolitan Toronto
- Demographic Trends in Metropolitan Toronto
- The Provision and Conservation of Housing in Metropolitan Toronto
- Transportation Organization in Metropolitan Toronto
- Physical Services, Environmental Protection and Energy Supply in Metropolitan Toronto
- Public Safety in Metropolitan Toronto
- Social Policy in Metropolitan Toronto

*Copies of any of the above reports
may be obtained by writing:*

The Royal Commission on Metropolitan Toronto
145 Queen Street West, Suite 309
Toronto, Ontario
M5H 2N9

